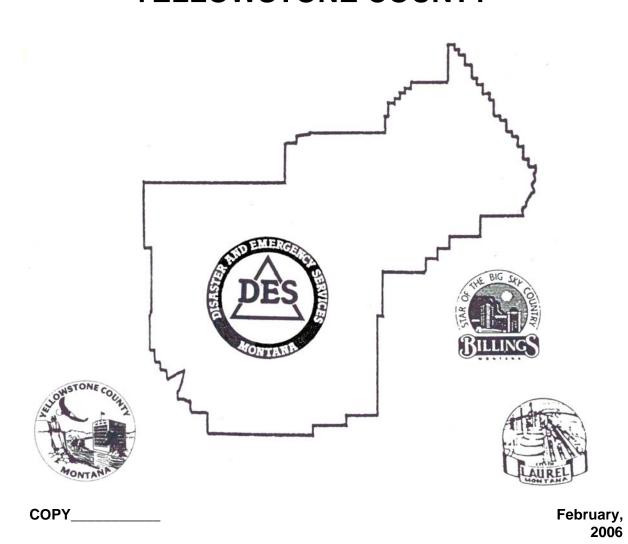
# FOR BILLINGS, LAUREL & BROADVIEW AND YELLOWSTONE COUNTY

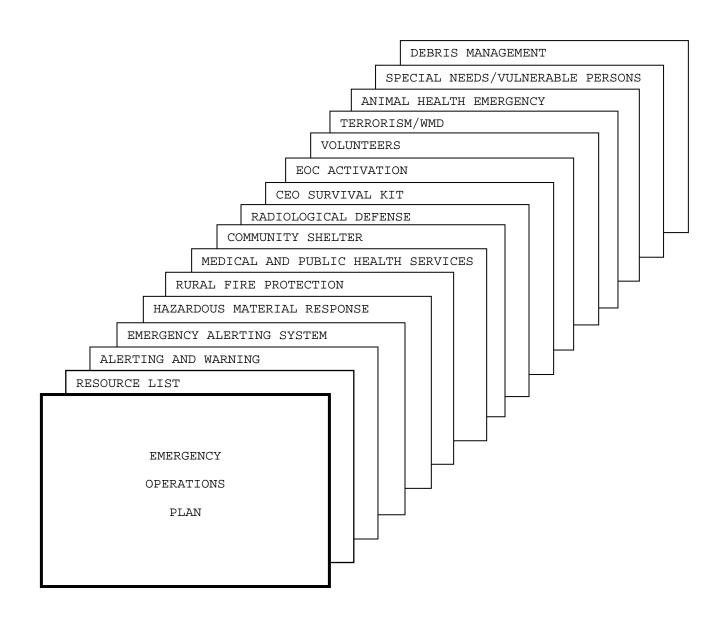


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THE YELLOWSTONE COUNTY EMERGENCY OPERATIONS PLAN, ANNEXS AND OTHER PLANS

#### PURPOSE AND INTRODUCTION

The purpose of this Emergency Operations Plan (EOP) is to provide public officials of the City of Billings, City of Laurel, Town of Broadview, and Yellowstone County with a plan for carrying out their responsibilities in case of a disaster that threatens the lives and property of city and county citizens and is beyond the capacity of the appropriate emergency service(s) to control.

Potential risks or hazards in Yellowstone County based on history, vulnerability and probability are:

- 1. Flooding
- 2. Wind/Hail/Tornado
- 3. Wildland Fire
- 4. Major Structure Fire
- 5. Hazardous Material Incident
- 6. WMD/Terrorism
- 7. Winter Storm
- 8. Earthquake
- 9. Enemy or Nuclear Attack

This EOP is governed by existing federal, state, and local laws and becomes effective and fully operational upon the declaration of an emergency or disaster by:

- A. Governor, State of Montana
- B. Board of Commissioners, Yellowstone County
- C. Mayor, City of Billings
- D. Mayor, City of Laurel
- E. Mayor, Town of Broadview
- F. A surprise attack upon the U.S. or warning thereof.

This plan is in coordination with and supportive of the Montana Emergency Coordination Plan and the Federal Response Plan. This Plan is to be used in conjunction with the Local Government Disaster Information Manual (LGDIM) developed by MTDES.

Throughout this plan any further reference to Yellowstone County automatically includes the incorporated Cities of Billings and Laurel, and the Town of Broadview, unless otherwise specified.

The goal of the YCDES, in coordination and cooperation with the LEPC, is to provide for disaster planning among all city, county, and private response agencies and provide for incident management response in accordance with the National Incident Management System (NIMS), which is a standard nationwide command and management structure and a unified approach to incident management.

The Director, YCDES is responsible for the maintenance and updating of this EOP. Any comments, changes, additions, deletions, or corrections can be brought to the attention of YCDES. This Emergency Operations Plan supersedes any previous EOP for Yellowstone County.

#### PROMULGATION DOCUMENT (RESOLUTION # )

WHEREAS, all citizens and property within Yellowstone County are at risk to a wide range of hazards such as floods, fires, tornados, chemical and toxic material spills, winter storms, earthquakes, civil disorder, terrorist situations, and nuclear attack; and

WHEREAS, when such an unfortunate event occurs; local, state, and federal response agencies must be prepared to respond in a well coordinated manner by developing and using the National Incident Management System (NIMS) to protect the public and the natural resources and minimize property damage within the community; and

WHEREAS, this Emergency Operations Plan is needed to coordinate the response of emergency personnel and supporting services of all county and municipal agencies in the event of an emergency or disaster and during the aftermath.

NOW, THEREFORE, we, the Board of County Commissioners of Yellowstone County, by virtue of the power and authority vested in us by the laws of this State, do hereby adopt this Yellowstone County Emergency Operations Plan. This plan can be put into action by the undersigned, the Yellowstone County DES Coordinator, or our designee and is effective upon execution.

IN WITNESS WHEREOF, we	have subscribed our signatures
this day of _	, 2006.
	BOARD OF COUNTY COMMISSIONERS YELLOWSTONE COUNTY, MONTANA
ATTEST:	John Ostlund, Chairman
Tony Nave Clerk and Recorder	Bill Kennedy, Member
	Jim Reno, Member

PROMULGATION DOCUMENT (RESOLUTION # )
WHEREAS, all citizens and property within Yellowstone County are at risk to a wide range of hazards such as floods, fires, tornados, chemical and toxic material spills, winter storms, earthquakes, civil disorder, terrorist situations, and nuclear attack; and
WHEREAS, when such an unfortunate event occurs; local, state, and federal response agencies must be prepared to respond in a well coordinated manner by developing and using the National Incident Management System (NIMS) to protect the public and the natural resources and minimize property damage within the community; and
WHEREAS, this Emergency Operations Plan is needed to coordinate the response of emergency personnel and supporting services of all county and municipal agencies in the event of an emergency or disaster and during the aftermath; and
WHEREAS, the Yellowstone County Disaster and Emergency Services (YCDES) Coordinator is also the City of Billings DES Coordinator.
NOW, THEREFORE, I, the Mayor of the City of Billings, by virtue of the power and authority vested in me by the laws of this State, do nereby adopt this Yellowstone County Emergency Operations Plan. This plan can be put into action by the undersigned, the Yellowstone County DES Coordinator, or our designee and is effective upon execution.
IN WITNESS WHEREOF, we have subscribed our signatures
this, 2006.
ATTEST: CITY OF BILLINGS

Ron Tussing, Mayor

Clerk

#### PROMULGATION DOCUMENT (RESOLUTION # )

WHEREAS, all citizens and property within Yellowstone County are at risk to a wide range of hazards such as floods, fires, tornados, chemical and toxic material spills, winter storms, earthquakes, civil disorder, terrorist situations, and nuclear attack; and

WHEREAS, when such an unfortunate event occurs; local, state, and federal response agencies must be prepared to respond in a well coordinated manner by developing and using the National Incident Management System (NIMS) to protect the public and the natural resources and minimize property damage within the community; and

WHEREAS, this Emergency Operations Plan is needed to coordinate the response of emergency personnel and supporting services of all county and municipal agencies in the event of an emergency or disaster and during the aftermath; and

WHEREAS, the Yellowstone County Disaster and Emergency Services (YCDES) Coordinator is also the City of Laurel DES Coordinator.

NOW, THEREFORE, I, the Mayor of the City of Laurel, by virtue of the power and authority vested in me by the laws of this State, do hereby adopt this Yellowstone County Emergency Operations Plan. This plan can be put into action by the undersigned, the Yellowstone County DES Coordinator, or our designee and is effective upon execution.

IN WITNESS	WHEREOF,	we have	subscribed	our signatures
this	day of	Ē		2006.
ATTEST:			CITY OF L	AUREL
			Ken Olson	Jr., Mayor

#### PROMULGATION DOCUMENT (RESOLUTION # )

WHEREAS, all citizens and property within Yellowstone County are at risk to a wide range of hazards such as floods, fires, tornados, chemical and toxic material spills, winter storms, earthquakes, civil disorder, terrorist situations, and nuclear attack; and

WHEREAS, when such an unfortunate event occurs; local, state, and federal response agencies must be prepared to respond in a well coordinated manner by developing and using the National Incident Management System (NIMS) to protect the public and the natural resources and minimize property damage within the community; and

WHEREAS, this Emergency Operations Plan is needed to coordinate the response of emergency personnel and supporting services of all county and municipal agencies in the event of an emergency or disaster and during the aftermath; and

WHEREAS, the Yellowstone County Disaster and Emergency Services (YCDES) Coordinator is also the Town of Broadview DES Coordinator.

NOW, THEREFORE, I, the Mayor of the Town of Broadview, by virtue of the power and authority vested in me by the laws of this State, do hereby adopt this Yellowstone County Emergency Operations Plan. This plan can be put into action by the undersigned, the Yellowstone County DES Coordinator, or our designee and is effective upon execution.

IN WITNESS	WHEREOF, we have	subscribed our signatures
this	day of	, 2006.
ATTEST:		TOWN OF BROADVIEW
Clerk		

#### BASIC PLAN/EXECUTIVE SUMMARY/CHECKLIST

#### A. PURPOSE

The basic plan identifies the situations that may be encountered and actions to be taken by Yellowstone County to <a href="mitigate">mitigate</a> disasters, if possible, to <a href="prepare">prepare</a> for disasters that may strike, to <a href="respond">respond</a> effectively to a disaster, and to provide for the recovery after a disaster.

This part of the plan serves as an overview or executive summary that identifies each major activity of the Emergency Operations Plan (EOP) and its Annexes and assigns responsibilities to individuals and/or departments. The DES Coordinator is responsible for development and expansion of the annexes and/or SOPs as deemed necessary.

To assist the CEO (Chief Executive Officer), "The CEO's Disaster Survival Kit" is available to provide the CEO a handy guide to review before responding to a disaster. This is a separate checklist available through DES.

#### B. SITUATIONS AND ASSUMPTIONS

- 1. SITUATION. Yellowstone County is exposed to many hazards, all of which have the potential to disrupt the community, cause property damage, and create casualties. Possible natural hazards include floods, tornadoes, wildland fires, major structural fires, winter storms, and earthquakes. There is also the threat of war-related incidents such as nuclear, biochemical, or conventional attack. Other disaster situations could develop from a major transportation accident involving hazardous chemicals, utility outage, terrorism through WMD, or civil disorder.
- 2. ASSUMPTIONS. While it is likely that outside assistance (other cities and counties, state, federal, and private) would be available in most major disaster situations affecting the county, it is necessary for Yellowstone County to plan for and to be prepared to carry out disaster response and short-term recovery operations on an independent basis for at least 2 3 days.

In time of disaster, all city and county resources (equipment and man Power) are available, and obligated to respond to the situation to save lives and protect property.

#### C. CONCEPT OF OPERATIONS

1. GENERAL. It is the responsibility of Yellowstone County to protect life, property and the environment from the effects of a disaster. Local government has the primary responsibility for emergency management activities. When the emergency exceeds the local government's capability to respond, assistance will be requested from state and federal government.

This plan is based upon the concept that emergency functions for city and county agencies involved in emergency management will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency.

In keeping with the nationwide strategy of the Integrated Emergency Management System (IEMS), this plan is concerned with <u>all types</u> of emergency situations that may develop. It also accounts for activities <u>before</u>, <u>during</u>, and <u>after</u> emergency operations, enumerated as the phases of emergency management.

#### 2. PHASES OF EMERGENCY MANAGEMENT.

- a. Mitigation. Activities designed to either prevent the occurrence of an emergency or to minimize the potentially adverse effects of an emergency.
- b. Preparedness. Activities, programs, and systems that exist prior to an emergency and are used to support and enhance response to an emergency or disaster. Planning, training, and exercising are among the activities conducted under this phase.
- c. Response. Activities and programs designed to address the immediate and short term effects of the onset of an emergency or disaster to reduce casualties and damage and to speed recovery. Response activities include direction and control, warning, evacuation, and other similar operations.
- d. Recovery. Involves restoring systems to normal.
- 3. MUTUAL AID AGREEMENTS. Yellowstone County has mutual aid

agreements with adjacent counties to provide assistance across county boundaries under major emergency conditions. Within Yellowstone County, city and rural fire departments have agreements with other fire departments and private refineries.

4. DIRECTION AND CONTROL. The legal responsibility for emergency management in Yellowstone County is vested in the Board of County Commissioners. There may be four emergency management organizations in Yellowstone County: The County itself, the Cities of Billings and Laurel, and the Town of Broadview. Each of these municipalities is an incorporated city or town and can exercise full authority over emergency operations when the emergency situation exists entirely within the boundaries of their jurisdictions. However, until these jurisdictions establish their own individual emergency management organizations, major emergencies in the respective city/town jurisdiction will be managed by the county level emergency organization (Yellowstone County Disaster and Emergency Services, YCDES).

The location from which a disaster is managed is called an Emergency Operating Center (EOC). The City of Billings and Yellowstone County have a joint EOC located at 2300 9th Avenue North, Billings, Montana (basement of the HQ Fire Station). This location can also serve the City of Laurel and the Town of Broadview until they designate their own EOC. An alternate EOC for Yellowstone County would be the County Courthouse or any other designated city or county facility.

The National Incident Management System (NIMS) and/or the Incident Command System (referenced in Annex A, Direction and Control) will be the governing system to manage, control and coordinate field operations by all agencies involved in the incident/emergency. (See Tab 1)

All requests for state or federal assistance are initiated by YCDES to Montana Disaster and Emergency Services MTDES).

Preparedness Guides for the DHS Advisory System (Threat conditions, Colors, and Actions) are contained in Appendix 1 (Basic Plan).

- 5. CONTINUITY OF GOVERNMENT.
  - a. Line of Succession.

- 1. The line of succession of the Yellowstone County Board of Commissioners is from the Chairperson through the members of the Board in order of their seniority on the Board.
- 2. The line of succession of the Emergency Program Manager (DES Director) is Deputy Emergency Program Manager (DES Deputy Director).
- 3. The line of succession to each department head is according to the operating procedures established by each department.
- 4. The line of succession of the City of Billings is established in the City Charter of Billings.
- 5. The line of succession of the City of Laurel and Town of Broadview is according to the operating policy of each government.
- 6. Succession to elected offices in the county and the incorporated cities and town follow the requirements set forth in the Montana Code Annotated as follows:

OFFICE County Commissioner County Sheriff	<u>SUCCESSION CITATION</u> 7-4-2106(104), 10-3-603 7-32-2101, 7-32-2122
Mayor City Court Judge	Billings City Charter, 7-4-4112, 10-3-605 3-1-1503, 7-3-1342, 7-3-4254(2), 7-4-4102(1-3)
District Court Judge	Constitution VII, 8, 3-1-1010, 3-1-1014, 10-2-227
City Council Member	7-4-4112, 10-3-604
County Clerk & Recorder	7-4-434(1-6)
County Attorney	7-3-432(1-6)

b. Preservation of Records. Preservation of important records (electronic and paper) to ensure continued operation and reconstitution of local government during and after catastrophic disasters or national

security emergencies are a major responsibility of Yellowstone County. Policies and procedures should be developed by each department.

#### D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. GENERAL. Most departments within local government have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management procedures. Specific responsibilities are outlined below under "Assignment of Responsibilities", as well as in individual Annexes.

Responsibilities for certain organizations that are not part of local government are also presented. Tab 2 shows the Yellowstone County Emergency Organization.

- 2. EMERGENCY ORGANIZATION. Yellowstone County's Emergency Organization consists of all city and county departments as required by the emergency. Each department head is required to report to the EOC as requested by the YCDES Coordinator or their superior. YCDES coordinates the departments and resources of the county government and municipalities which do not have emergency management organizations, and also obtains and coordinates the resources of the private organizations. The NIMS and/or ICS are the management system used for emergencies and disasters (See Tab 1).
- 3. ASSIGNMENT OF RESPONSIBILITIES.

#### Annex A. Direction and Control/EOC - YCDES.

- 1. Activate EOC or alternate EOC as the incident warrants. Reference separate EOC Activation Procedures.
- 2. Direct and control the emergency from a designated EOC.
- 3. Mobilize the necessary staff, response agencies and support agencies.
- 4. Supervise and coordinate activities within EOC.
- 5. Control of On-Scene Command to be governed by principles of the NIMS and/or ICS.
- 6. Ensure affected, impacted or contaminated area is broadcast on all emergency channels to protect emergency responders.
- 7. Report disaster status to the applicable CEO, the Montana DES and DHS.
- 8. Establish contact with other affected jurisdictions.
- 9. Conduct initial situational analysis and establish a

- monitoring and reporting system.
- 10. Provide emergency information to the public through the EAS.
- 11. Provide for appropriate displays, maps, visuals, etc.
- 12. Provide for coordination with state, military and/or federal officials.
- 13. Coordinate 24 hour staff operations (feeding, bunking, etc.)
- 14. Mobilize volunteers under the Volunteer Annex.
- 15. Demobilize EOC when appropriate.
- Annex B. Alerting and Warning City/County Communications (911) Center and YCDES.
  - 1. Disseminate warning fan out to city, county and support agencies.
  - 2. Disseminate warning to the appropriate jurisdiction(s) affected by the emergency.
  - 3. Maintain and test alerting and warning system (Sirens and EAS).
  - 4. Maintain current roster of key city and county officials.
  - 5. Receive and disseminate messages generated by NAWAS and DHS (e.g. DHS Advisory Levels).
  - 6. Mobilize additional staff as necessary.
- Annex C. Communications City/County Communications (911)
  Center and YCDES.
  - 1. Establish radio/telephone communications between EOC and:
    - Emergency response units (fire, law enforcement, EMS, etc.).
    - Hospitals
    - Support Units (Red Cross, Utilities, etc).
    - Neighboring counties where necessary.
    - MTDES (District 5 and State EOC).
    - Fallout monitoring stations when appropriate.
  - Establish a message center and message handling procedures as necessary.
  - 3. Utilize communications of local private resources where possible.
  - 4. Provide for the installation of telephones in the EOC when required.
  - 5. Assist and support RACES/YARES (amateur) communications as appropriate.
  - 6. Mobilize additional telephone operators and dispatchers.
  - 7. Establish means to communicate with special groups (hearing impaired, blind, etc.).
  - 8. Test and maintain remote radio units in EOC.

- 9. Provide backup communications (Amateur).
- 10. Demobilize when appropriate.
- Annex D. Emergency Public Information (EPI) YCDES/PIO.
  - 1. Establish and maintain news release center (media room) near EOC (for large event, consider separate facility to accommodate national media).
  - 2. Develop, categorize and file emergency messages for dissemination to the public (when disaster is imminent and during the disaster).
  - 3. Develop and coordinate news releases with local government officials.
  - 4. Provide method for internal EOC collection and dissemination of information.
  - 5. Pre-plan functions with newspaper, radio and TV stations.
  - 6. Serve as liaison between media and the EOC.
  - 7. Maintain liaison with the EAS activation point.
  - 8. Coordinate with American Red Cross and other agencies regarding information on sheltered citizens.
  - 9. Develop EPI materials.
- Annex E. Law Enforcement Billings Police, Laurel Police, Sheriff.
  - 1. Maintain law and order.
  - 2. Provide traffic control.
  - 3. Control restricted areas.
  - 4. Protect vital facilities.
  - 5. Provide alerting and warning support with mobile address systems.
  - 6. Assist in radiological monitoring and decontamination support.
  - 7. Provide liaison, command, and coordination with the FBI and other law enforcement agencies.
  - 8. Provide for evacuation of citizens.
  - 9. Provide for protection and/or evacuation of prisoners.
  - 10. Coordinate land and aerial search and rescue support.
  - 11. Serve as the lead responsible agency for terrorism, bomb and WMD incidents.
- Annex F. Fire and Rescue Services Billings Fire, Laurel Fire, Yellowstone County Rural Fire.
  - Contain and/or extinguish fires.
  - 2. Initiate and coordinate rescue operations.
  - 3. Provide command and coordination of all hazmat incidents.
  - 4. Assist in radiological monitoring, decontamination, and damage assessment.

- 5. Provide liaison, command, and coordination with other fire agencies, law enforcement and EMS.
- 6. Provide fire protection for public shelters.
- 7. Provide first responder emergency medical support.
- Annex G. Medical and Public Health Services City/County Health/Hospitals.
  - 1. Supervise environmental health protection.
  - 2. Control insects and rodents.
  - 3. Provide for sanitary disposal of solid waste and sewage.
  - 4. Provide immunization to control communicable diseases.
  - 5. Establish temporary morgue(s) and mass burial procedures.
  - 6. Coordinate with local mortuaries for burial of dead.
  - 7. Coordinate radiological decontamination with local facilities.
  - 8. Develop guidance and pre-planning techniques for protection and/or purification of water supply in coordination with the Montana Department of Environmental Quality (MT DEQ).
  - 9. Determine if damaged/salvageable goods are consumable.
  - 10. Establish procedures for disposal of non-consumable food stocks.
  - 11. Provide public health education and information.
  - 12. Develop guidance, pre-planning and response plans for germ warfare and/or bio-terrorism. See Disaster Medical Health Plan.
  - 13. Coordinate volunteer needs and staffing with the UWVC.
- Annex H. Emergency Medical Services(EMS) Ambulances/Hospitals.
  - 1. Provide emergency care of sick and injured.
  - 2. Pre-plan with health care facilities to augment local hospitals.
  - 3. Establish staging area for receipt of ambulances and treatment.
  - 4. Establish communications with IC, ambulances and hospitals.
  - 5. Establish triage and treatment of mass casualties with coordination and advice of Incident Commander.
  - 6. Coordinate transportation of injured to area hospitals.
  - 7. Establish morgue area, remote from triage and treatment areas, and coordinate with coroner.
  - 8. Determine availability of other medically trained resources in community.
  - 9. Provide medical care for shelter occupants at congregate care shelters.

- Annex I. Public Works and Engineering Services Billings Public Works, Laurel Public Works, County
  Public Works.
  - 1. Position shelter signs, emergency signs and barricades, as necessary.
  - 2. Collect, analyze and report damage information.
  - 3. Protect vital facilities such as roads, bridges, air fields, sewage disposal plants, water systems, and telecommunications systems from natural and/or hazmat incidents.
  - 4. Determine damage to vital facilities and restore to normal.
  - 5. Construct diversion dams, provide absorbent material, and dig trenches to control flooding and/or hazardous materials incidents.
  - 6. Provide grave sites for emergency mass burial in coordination with health officials.
  - 7. Clear debris and dispose of refuse. (See Annex W Debris Management)
  - 8. Provide stable water supply and makeshift sanitation services during the emergency in coordination with health officials.
  - 9. Inspect, designate, and demolish hazardous structures.
  - 10. Report damages in accordance with local, state and/or federal guidelines.
  - 11. Initiate and monitor restoration activities in compliance with local and state codes.
  - 12. Coordinate with private utilities and restore utilities to essential facilities.
  - 13. Provide EOC public information on damaged areas.
  - 14. Assist with radiological monitoring and decontamination.
- Annex J. Public Utilities Billings PUD, Laurel PUD and County Utility Systems.
  - 1. Provide for a stable, potable municipal water supply and wastewater services.
  - 2. Provide, maintain, repair underground and above ground utilities (ie: water and sewer pipelines, sewer lift stations, reservoirs, and pump stations), water treatment and wastewater treatment plants.
- Annex K. Evacuation Billings Fire and Police, Laurel Police and Fire, Sheriff, YCDES.
  - 1. Coordinate with Incident Commander on situation that requires evacuation. Reference Hazardous Material

- Response and Evacuation Procedures (Annex Q).
- 2. Determine geographic boundaries of area to be evacuated.
- 3. Determine primary and alternate evacuation routes to safe areas.
- 4. Determine number of people and number and type of residential, commercial, and institutional dwellings within area.
- 5. Establish method of alerting residents within area.
- 6. Determine evacuation information to minimize confusion and panic.
- 7. Provide transportation resources (buses, vans, etc.) to those without vehicles and/or special groups (handicapped, elderly, prisoners, patients, etc.) and to essential workers.
- 8. Establish, prepare, and provide survival essentials for host areas (evacuation centers) in coordination and liaison with American Red Cross.
- 9. Keep media fully informed of area to be evacuated, evacuation routes, and shelters.
- 10. Patrol evacuation routes with wreckers to keep traffic moving.
- 11. Provide police protection for evacuated areas.
- 12. Provide access control to evacuated areas.
- Annex L. Mass Care Center/Shelter Operations Red Cross, Salvation Army.
  - 1. Immediately move to open a shelter(s) in areas that are safe, and notify the public of shelter location(s).
  - 2. Register and keep records of all shelter occupants.
  - 3. Provide safe sleeping arrangements for shelter occupants. (Red Cross might need to make separate arrangements for some people with special needs.)
  - 4. Feed shelter residents.
  - 5. Feed disaster victims who are not staying in shelter.
  - 6. Assist with the feeding of emergency workers.
  - 7. Provide disaster victims with basic clothing needs.
  - 8. Provide financial and material assistance for basic needs to families and individuals with disaster caused needs. Provide referrals for additional disaster caused needs.
  - 9. Provide basic first aid and health referrals.
  - 10. Provide disaster mental health support.
  - 11. Keep records of all Red Cross services and support.
  - 12. Close the shelter(s) at the appropriate time.
- Annex M. Transportation Billings MET Transit, YCDES.
  - 1. Provide and coordinate all modes of government and privately owned transportation.

- 2. Augment existing ambulance and wrecker services.
- 3. Provide transportation resources to evacuate persons and belongings from stricken areas.
- 4. Establish refueling and maintenance points.
- 5. Establish a record keeping system.
- 6. Coordinate with school districts, bus systems, Montana Highway Department, and/or other transportation agencies.
- 7. Coordinate with Evacuation Annex and assist with establishing routes.

## Annex N. Attack Preparedness and Radiological Defense (RADEF) - YCDES, RDO.

- 1. Provide public shelters to protect key workers and citizens from radiation.
- 2. Evacuate population to safe (host) areas.
- 3. Provide RADEF systems to collect, analyze, and report radioactivity levels. (Reference separate MT RADEF Plan.)
- 4. Coordinate and report all information (NUDETs, fallout, etc.) and activities with MTDES District 5, neighboring counties, and MTDES.
- 5. Train personnel for RADEF monitoring.
- 6. Establish fixed monitoring stations at strategic county locations.
- 7. Provide mobile fallout monitoring.
- 8. Monitor, plot, and forecast radioactive fallout and advise EOC and MTDES.
- 9. Provide and coordinate public information with PIO and EAS System.
- 10. Calculate protection factor and population exposure based on fallout readings.
- 11. Inventory and maintain RADEF equipment.
- 12. Provide for distribution of RADEF equipment to public fallout shelters.
- 13. Establish decontamination procedures.
- 14. Recommend a protected EOC or alternate EOC away from city and/or county for direction and control.
- 15. Provide for continuity of city and county governments.

#### Annex O. Resource Management - YCDES.

- 1. Analyze resource needs, locate, and inventory emergency resources. Reference the separate list of "Emergency Resources".
- 2. Establish priorities and allocate resources.
- 3. Coordinate distribution of resources with Incident Commander.
- 4. Establish record keeping system in coordination with state and FEMA requirements.

- 5. Estimate costs of providing resources.
- Annex P. Finance City and County Finance Directors.
  - 1. Set up emergency budget account.
  - 2. Process claims, requisitions, and payments incurred.
  - 3. Maintain records of expenditures to request and support state and/or federal financial assistance.
  - 4. Assist DES and executives with establishing 2 mill emergency levy.
- Annex Q. Hazardous Materials Billings Fire and Lockwood Fire.
  - 1. Analyze and identify hazmat sites in the county using EPA guidelines.
  - 2. Coordinate response to and recovery from a hazmat incident/accident.
  - 3. Provide resources to Incident Commander.
  - 4. Provide decontamination procedures for Hazmat personnel and victims.
  - 5. Reference Hazardous Material Response and Evacuation Annex.
- Annex R. Agriculture Extension Service.
  - 1. Coordinate with the FSA to activate County Emergency Board to develop conservation, allocation, distribution, and safeguarding procedures for food supplies from farm to consumer.
  - 2. Establish consumer rationing and price control procedures.
  - 3. Coordinate with EOC and PIO to inform media and public of actions.
  - 4. Coordinate with Public Health veterinarians, HSUS on bioagents affecting the animal populations Annex V.
- Annex S. Federal Assistance Information YCDES.
  - 1. Provide federal disaster assistance to eligible applicants and local governments to respond to and recover from a major disaster.
  - 2. Keep informed on all state and federal disaster assistance programs and have available the necessary forms to request assistance.
- Annex T. Volunteers United Way of Yellowstone County Volunteer Center, American Red Cross and CERT.
  - 1. Stabilize and secure its own situation and assemble a

- disaster response team.
- 2. Maintain a phone bank and walk-in crisis center to process and refer spontaneous unaffiliated volunteers.
- 3. Accept requests from agencies/organizations providing disaster relief and route volunteers as needed.
- 4. Provide updated information on volunteer needs to the media.
- 5. Maintain contacts with potential resources to recruit volunteers (corporations, schools, RSVP, CERT, etc.)
- 6. Assist in screening of medical volunteers to augment area hospitals, public health, and EMS.
- 7. Educate response agencies on the capabilities of volunteers.

#### Annex U. Terrorism/WMB - Police, Sheriff, and FBI.

- 1. Prepare to minimize the damage and recover from any future terrorist/WMD incident.
- 2. Utilize the NIMS for command and control.
- 3. Improve tactical counter terrorism capabilities.
- 4. Prepare Health Care providers for terrorism/WMD events.
- 5. Develop and maintain a Citizens Corps Council.
- 6. Develop and maintain chemical, biological, radiological, nuclear and explosive (CBRNE) decontamination procedures.
- 7. Provide education and information to all emergency responders on the threat to Montana and Yellowstone County.
- 8. Provide education and information to businesses and the general public on the Homeland Security Advisory Levels and expected actions.
- 9. Ensure notification to utilities (water/wastewater) of any contaminants to the water supply (e.g. Yellowstone River).
- 10. Reference separate "Terrorism Response Plan".
- Annex V. Animal Health Emergency Local Veterinarian, State Veterinarian or the Humane Society.
  - 1. Coordinate with local veterinarians for emergency medical care.
  - 2. Provide for emergency temporary shelters for pets and animals away from emergency scene.
  - 3. Establish quarantine procedures for animals.
  - 4. Enforce movement restrictions within the premises or control zones.
  - 5. Establish epidemiological investigation, risk assessment and surveillance programs.
  - 6. Depopulate infected animals as necessary and provide for proper disposal.

- 7. Provide for public disinfection sites as necessary.
- Annex W. Special Needs/Vulnerable Persons United Way/RSVP
  - 1. Inventory special needs persons throughout Yellowstone County.
  - 2. Provide pre-plans for special-needs persons in the event of a disaster in the facility, an external hazardous condition threatening the facility or utility outages.

#### Annex X. Debris Management.

- 1. Facilitate and coordinate the removal, collection and disposal of debris from public and private property to protect health and safety.
- 2. Inventory and maintain a list of private contractors to assist in the debris removal, collection and disposal.
- 3. Identify the temporary and primary disposal sites and coordinate with DEQ for obtaining a license.
- 4. Identify routes, streets, roads, and critical facilities for prioritizing debris removal.
- 5. Classify debris in categories for proper disposal.
- 6. Obtain "Right of Entry" from property owners to remove and clear debris from property.

#### E. ADMINISTRATION AND LOGISTICS

- 1. GENERAL. Some administrative procedures can be suspended, relaxed, or made optional under threat of disaster. Such action should be carefully considered, and the consequences should be projected realistically.
- 2. EMERGENCY ADMINISTRATIVE POWERS. The Yellowstone County Board of Commissioners and the Mayors of the incorporated cities and town will conduct disaster activities in accordance with legal authorities contained in the Montana Codes Annotated, with special reference to Title 10, "Military Affairs and Disaster and Emergency Services". If additional finances are needed, the governing body may declare a disaster or emergency and levy up to two (2) emergency mills (10-3-405, MCA).
- 3. LOGISTICS. All manpower, equipment, and supplies required in a disaster are the responsibility of the user agency and government. Costs must be documented for potential reimbursement from the state and/or federal governments. All equipment and supplies for the operation of the County DES office and the EOC will be the responsibility of YCDES.

#### F. PLAN DEVELOPMENT AND MAINTENANCE

AAR/BOE Association of

Almost every agency of city and county government has responsibility for developing and maintaining some part of this plan. Overall coordination of the planning process and plan development and maintenance will be carried out by YCDES. YCDES will also coordinate this plan with state and federal government authorities to the nature and extent they deem necessary.

## G. LEGAL AUTHORITY (LIST OF APPLICABLE LAWS, RESOLUTIONS AND ORDINANCES)

- 1. Federal Civil Defense Act of 1950, with Amendments.
- 2. Montana Codes Annotated Title 10, Chapter 3 and Title 2, Chapter 9.

American Railroads/Bureau

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3. Resolutions and Ordinances included in this EOP.

#### H. ABBREVIATIONS

AAR/BUE	Explosives
ALS	Advanced Life Support (a component of EMS)
ARC	American Red Cross
ARES	Amateur Radio Emergency Service
BIA	Bureau of Indian Affairs
BLS	Basic Life Support (component of EMS)
CAER	Community Awareness and Emergency Response - a subcommittee of the LEPC inclusive of the Citizens Corps.
CAP	Civil Air Patrol
CBRNE	Chemical, Biological, Radiological, Nuclear and Explosive
CEB	County Emergency Board
CEO	Chief Executive Officer

CERCLA Comprehensive Environmental Response Compensation

and Liability Act of 1980

CERT Community Emergency Response Teams

CHEMTREC Chemical Transportation Emergency Center

DEQ Department of Environmental Quality

DES Disaster and Emergency Services (Civil Defense -

Emergency Management)

DHS Department of Homeland Security

DNRC Department of Natural Resources and Conservation

DOE Department of Energy

DOT Department of Transportation

EAS Emergency Alerting System

EMA Emergency Management Agency

EMS Emergency Medical Services

EOC Emergency Operating Center

EOP Emergency Operations Plan

EPA U.S. Environmental Protection Agency

EPI Emergency Public Information

ERG Emergency Response Guide

FAA Federal Aviation Administration

FBI Federal Bureau of Investigation

FEMA Federal Emergency Management Agency

FRA Federal Railroad Administration

FSA Farm Service Agency

HAZMAT Hazardous Materials

HSUS Humane Society of the United States

IC Incident Commander

ICS Incident Command System

LEPC Local Emergency Planning Committee

LGDIM Local Government Disaster Information Manual

MCA Montana Codes Annotated

MSDS Material Safety Data Sheets

MTEOC/ECC Montana Emergency Operations Center/Emergency

Coordination Center

MTDES Montana Disaster and Emergency Services

MTDEQ Montana Department of Environmental Quality

NAWAS National Warning System

NIMS National Incident Management System

NOAA National Oceanographic and Atmospheric

Administration

NRT National Response Team

NUDETS Nuclear Weapon Detonations

NWS National Weather Services

OSHA Occupational Safety and Health Administration

PIO Public Information Officer

PF Protection Factor (for radioactive fallout)

PUD Public Utilities Department

RACES Radio Amateur Civil Emergency Services (Amateur

Radio Operators)

RADEF Radiological Defense

RDO Radiological Defense Officer

RSVP Retired Senior Volunteer Program

SA Salvation Army

SAR Search and Rescue

SARA Superfund Amendments and Reauthorization Act of 1986, Title III, Emergency Planning and Community

Right to Know, Environmental Protection Agency

SECC State Emergency Coordination Center

(Helena, MT)

SERC State Emergency Response Commission

SOP Standard Operating Procedure

UHC Unified Health Command

USDA U.S. Department of Agriculture

UWVC United Way Volunteer Center

WMD Weapons of Mass Destruction

YARES Yellowstone Amateur Radio Emergency Service

(Amateur Radio)

YC Yellowstone County

YCDES Yellowstone County Disaster and Emergency Services

#### I. DEFINITIONS

ANNEX: A plan element that is devoted to one component part of emergency operations and describes the jurisdiction's approach to functioning in that area of activity in response to emergencies caused by any hazard that might affect the community.

APPENDIX: A plan element attached to a functional Annex to provide information on special approaches or requirements generated by unique characteristics of specified hazards identified as being of particular concern to the jurisdiction.

COMMUNICATIONS CENTER: The City/County Dispatch and 9-1-1 Center. City police, ambulance, city fire, rural fire, county sheriff, and DES are dispatched from this one Center.

DIRECTOR, DISASTER AND EMERGENCY SERVICES: The individual who is directly responsible on a day-to-day basis for the jurisdiction's

effort to develop a capability for coordinated response to and recovery from the effects of attack-related and other large scale disasters. This person is the link at the local level to the state and national direction, control, and warning system, and; therefore, plays a vital role in our country's preparedness for national security emergencies. This term is synonymous with Emergency Program Manager and Civil Defense Director.

DISASTER: Means the occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural or manmade cause.

EMERGENCY: Means the imminent threat of a disaster causing immediate peril to life or property which timely action can avert or minimize.

EMERGENCY OPERATIONS CENTER: A place that consists of the members of the legislative/executive body and/or administrative staff of the jurisdiction in which the incident occurs. Primary responsibilities are resource coordination, mutual aid requests, finances, emergency declarations, public information, and general policy direction.

EMERGENCY OPERATIONS PLAN (EOP): A plan that states the method or scheme for coordinated actions to be taken by individuals and government services in the event of natural, man-made, or attackrelated disasters. It describes a jurisdiction's emergency its organization and means of coordination with It assigns functional responsibilities to the jurisdictions. emergency organization, and it details tasks to be carried out as accurately as possible. A supplement to the EOP is a resource document that identifies the available personnel, equipment, facilities, supplies, and other resources in the jurisdiction that may be required during a disaster.

EVACUATION: A protective action -- moving people from a place of danger to a place of relative safety. A temporary mass movement of people that collectively emerges in coping with community threats, damages, or disruptions.

EXTREMELY HAZARDOUS MATERIAL OR SUBSTANCES Listed by EPA in CFR 355.20

FUNCTION: An area of activity in emergency operations, e.g., firefighting, emergency public information, evacuation. It may combine several, or many, specific tasks or activities.

GENERATOR: Any business that generates hazardous waste or distributes hazardous chemicals (EPA definition).

HAZARD: refers to an extreme event that poses potential risks to human settlements.

HAZARD IDENTIFICATION: defines the magnitude and probability of a hazard that may pose threats to human interests in specific geographic areas.

HAZARDOUS MATERIAL: Any substance or material in a quantity or form which may be harmful or injurious to humans, domestic animals, wildlife, economic crops, or property when released into the environment. Materials commonly classified as chemical, biological, radiological, nuclear or explosive (abbreviated CBNRE).

- Chemical: substance that is toxic, corrosive or injurious because of its inherent chemical properties. May include petroleum products, paints, plastics, acids, caustics, industrial chemicals, poisons, drugs and mineral fibers (e.g. asbestos).
- Biological: microorganisms or associated products that can cause disease in humans, animals or economics crops. Includes pathogenic wastes from medical institutions, slaughterhouses, poultry processing plants, imported unprocessed wool fibers, etc.
- Radiological and Nuclear: substance or material emitting ionizing radiation at a level to produce a health hazard. Also included are hazards from accidents/incidents at nuclear power plants.
- Explosive: chemical compound, mixture, or device with primary or common purpose to function by explosion (i.e. substantially instantaneous release of gas and heat).

HAZMAT INCIDENT: Any occurrence that involves a hazardous material.

HOST AREA: That area of a city or state that will host (shelter or feed) citizens who have evacuated their homes because of a disaster or due to risk of direct weapons effects from a nuclear explosion.

INCIDENT COMMANDER: The public person in charge of the incident/accident scene; normally the municipal, district, or area fire chief or his designee.

IN-PLACE SHELTER: Shelter for persons in-place or at their present location. Also "button up" is a term used whereby people are not evacuated, but stay in their own homes or businesses, & close

windows & doors & shut off HVAC equipment.

INNER PERIMETER: A "4 block or 1/4 mile" boundary around a hazmat incident whereby entry and exit is controlled and evacuation may take place.

OUTER PERIMETER: An "8 block or ½ mile" boundary around hazmat incident.

RELEASE: Means any spilling, leaking, pumping, pouring, emitting, emptying, discharging, injecting, escaping, leaching, dumping, or disposing into the environment of any hazardous chemical, extremely hazardous substance, or CERLA hazardous substance.

RISK: is probability of suffering harm from a hazard.

RISK ANALYSIS: estimates the probably degree of injury & damage that may result from the exposure of people & property to a hazard in a given area over a specified time interval.

RISK AREA: That area of a city, county, or state that is at risk from the direct effects of a nuclear weapon explosion.

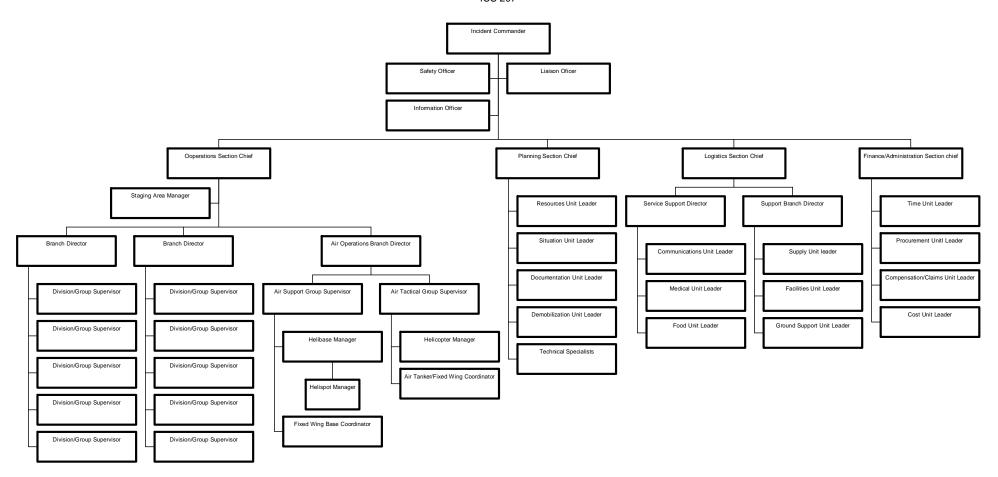
SHELTER-IN-PLACE: People shelter-in-place or at their present location. Also "button-up" is a term used whereby people are not evacuated, but stay in their own homes or businesses.

VULNERABILITY: Is the susceptibility of human settlements and the environment to the harmful impacts of hazards.

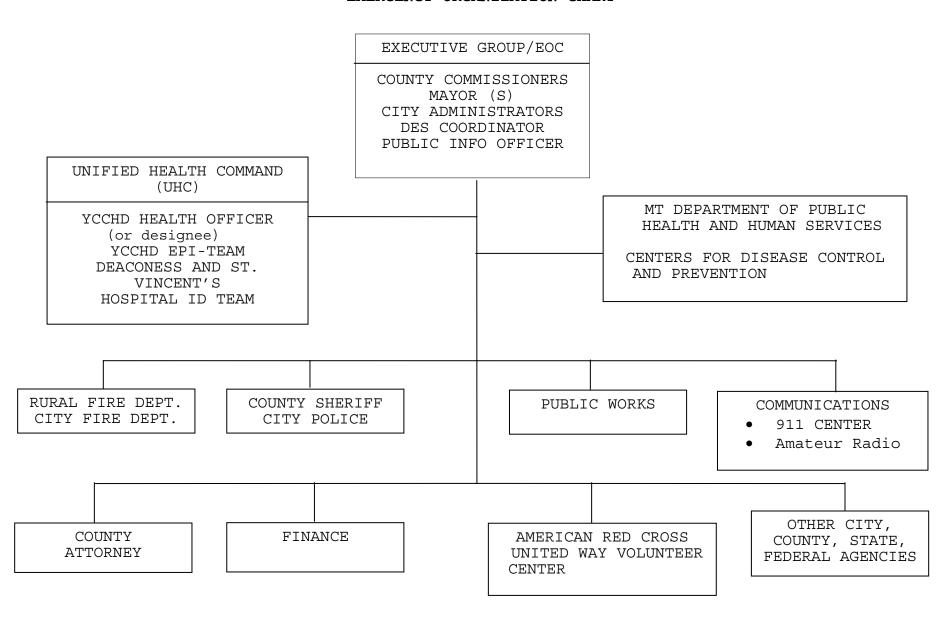
VULNERABILITY ASSESSMENT: Characterizes the populations and property exposed to hazards in specific areas and estimates the impact that will result from the hazard at various intensities.

TAB 1
INCIDENT COMMAND ORGANIZATION

ICS 207



TAB 2
EMERGENCY ORGANIZATION CHART



APPENDIX 1 PREPAREDNESS GUIDE FOR THE HOMELAND SECURITY ADVISORY SYSTEM (HSAS)\*.

#### Threat Conditions and Associated Preparedness Measures

The world has changed since September 11, 2001. We remain a Nation at risk from terrorist attacks and will remain so for the foreseeable future. At all Threat Conditions, we must remain vigilant, prepared, and ready to deter terrorist. The following Threat Conditions each represent an increasing risk of terrorist/WMD attacks. Beneath each Threat Condition are some suggested preparedness measures to assist the heads of emergency service agencies with development and implementation of appropriate agency-specific preparedness measures.

#### PREPARATORY CONSIDERATIONS

#### Information/Planning

- 1. Periodically review, maintain familiarity with, and practice all agency operating plans (e.g., standard operating procedures, plans, orders, etc.).
- 2. Develop system to obtain access to all agency facilities after hours.
- 3. Review all agency/jurisdiction plans and requirements related to elevated threat conditions. Develop a threat condition plan if not already in place.
- 4. If appropriate, review and coordinate security measures with law enforcement for senior or high profile agency personnel.
- 5. Assist in development or review of the department/jurisdiction's Continuity of Operations (COOP) Plan.
- 6. Assist in development or review of the department/jurisdiction's Critical Incident Stress Management (CISM) Plan.
- 7. Keep key contact and phone lists current, including your jurisdiction, mutual aid, voluntary and private sector agencies that assist the fire and emergency services.
- 8. Consider developing a family emergency plan for safety/care of family without the emergency responder due to deployment to long-term incidents.
- 9. Consider organizing Family Support Teams from among family members to assist each other during emergencies when department members are committed for long periods.
- 10. Consider potential to support the staff and/or families at fire/EMS facilities during crises.
- 11. Ensure that personnel are trained on the agency's Threat Condition Plan.

\*Modified from the FEMA, U.S. Fire Administration, Information Sharing and Analysis Center Version.

- 12. Review appropriate crisis action plans (i.e., hospitals, schools, major industries, etc.).
- 13. Review related mutual aid plans and procedures. Update/modify as needed.
- 14. Consider maintaining sufficient supplies of food, water, etc., for staff held over or if stores are closed due to the crisis.
- 15. Update and expand dependable communications procedures for exchanging operational information with other agencies and departments. Ensure that common radio frequencies or radio frequency switching-integration systems are established and exercised among essential first responders, public health, ICS leadership, and policy makers.
- 16. Assess threats and vulnerabilities across the community to create specific response plans for key locations.
- 17. Consider pre-positioning or repositioning supplies, equipment, (e.g., EMS supplies, spare SCBA cylinders, foam, etc.) apparatus, and staff for better access/coverage during crises.
- 18. Develop plans for returning to lower HSAS Threat Condition levels.
- 19. Develop plans to ensure adequate protective and DECON equipment is quickly accessible by mutual aid agreement for local worst-case scenario (sports area, largest office building, mass transit terminal, etc.).
- 20. Consider developing plans to ensure adequate capacity and fuel to support all essential sites/systems/apparatus for minimum of 72 hours.
- 21. Consider developing plans for alternate water supplies in case the municipal supply is contaminated and shutdown or pumping stations are knocked offline by a regional blackout, earthquake, etc.
- 22. Consider developing and exercising detailed plans for the decontamination of first responder apparatus and equipment, as well as essential critical infrastructure support transportation such as buses, food and pharmaceutical trucks, etc.

#### Facility Security

- Perform initial and annual agency facility threat and vulnerability assessments; apply countermeasures for those critical infrastructures that are both threatened and vulnerable. Seek advice/assistance from law enforcement or other security entities.
- 2. Ensure perimeter and parking area lighting is properly operating and lit during periods of limited visibility.
- 3. Assure that all computer systems and networks are operated in accordance with current information technology security measures.
- 4. Remind staff to remain attentive for unexplained odors, powders, liquids, etc.
- 5. Remain observant for and report any unusual or suspicious activity or people to appropriate fire department and law

- enforcement personnel. This activity should be reported to the Homeland Security Operations Center at (202)323-3204/3205/3206 or nipc.watch@fbi.gov and/or the USFA EMR-ISAC at (301)447-1325 emr-isac@dhs.gov.
- 6. If needed, work with law enforcement to develop a vehicular parking plan for safe distances next to and around agency facilities, including garages or underground/under building parking.
- 7. Implement the Critical Infrastructure Protection Process using the USFA CIP job Aid:

(http://www.usfa.fema.gov/fire-service/cipc/cipc-jobaid.shtm).

#### Personnel

- 1. Provide staff training on all related plans, SOPs, etc.
- 2. Keep staff informed of threat level and any special situations needing attention.
- 3. Consider preparation of personnel callback lists, if not already developed.
- 4. Consider devising new operating procedures that are designed for force protection, safety from terrorism, emergency assembly points, etc.
- 5. Consider that, if necessary, first responders and their families have priority access for immunization against biological threats (e.g. smallpox, anthrax, etc.).
- 6. Consider developing evacuation plans and give priority to first responder families.

#### Operations 3 4 1

- 1. Consider periodic drills/exercises with police, public health, National Guard, and HAZMAT/WMD teams, etc.
- 2. Assure 24/7 access to and availability of repair, maintenance, and towing services for apparatus.

#### LOW CONDITION (GREEN)

This condition is declared when there is a low risk of terrorist attacks. Emergency response agencies should consider the following general measures in addition to the agency-specific preparedness measures they develop and implement:

- 1. Refine and exercise as appropriate the preplanned preparedness measures.
- 2. Ensure personnel receive proper training on the HSAS and specific preplanned department or agency preparedness measures.
- 3. Institutionalize a process to assure that all critical infrastructures are periodically assessed for vulnerabilities to terrorist attacks, and all reasonable measures are taken to mitigate these vulnerabilities.

#### Preparedness Actions

#### Information/Planning

- 1. Monitor local, state, national and international terrorism activities as well as intelligence and threat information.
- 2. Adjust the department operating status based on HSAS Threat Level changes.
- 3. Review plans for implementing the Guarded (Blue) Threat Condition.

#### Facility Security

- 1. Maintain routine access control.
- 2. Continually watch for and report the presence of abandoned parcels, briefcases, etc.
- 3. Secure buildings, rooms, and storage areas not in regular use.

#### Personnel

- 1. Periodically remind all personnel to be suspicious and inquisitive about strangers, particularly those carrying packages, suitcases, or other containers. Avoid complacency.
- 2. Ensure computer and network access control mechanisms function properly and are used in accordance with established policies.
- 3. Immediately report suspicious or abnormal computer or network behavior to appropriate personnel.
- 4. Encourage personnel to prepare their families for potential crises by gathering needed supplies, etc.

#### Operations

- 1. Secure all apparatus and equipment when either unattended or not in use.
- 2. Arrange with law enforcement for limited access to the immediate area of an incident.
- 3. Diversify operational procedures to avoid consistent patterns.
- 4. Increase the vigilance by all personnel on scenes regardless of rank or position.
- 5. Encourage personnel to vary their routines and habits.
- 6. Instruct supervisors to pre-plan emergency responses with their personnel.

#### GUARDED CONDITION (BLUE)

This condition is declared when there is a general risk of terrorist attacks. In addition to the preparedness measures taken in the previous Threat Condition, emergency response agencies should consider the following general measures as well as the agency-specific preparedness measures that they will develop and implement:

1. Check communications with designated emergency response or command locations.

- 2. Review and update emergency response procedures.
- 3. Provide the public and private sectors with any information that would strengthen their ability to act appropriately.

#### Preparedness Actions

Continue all security measures for the previous Threat Condition and warn personnel of any potential terrorist threat.

#### Information/Planning

- Conduct regularly scheduled meeting/conference calls with law enforcement to review emergency plans, access controls, incident command, force protection, and other issues.
- 2. Schedule periodic agency staff meetings to discuss planning and policies for security and infrastructure protection.
- 3. Review plans for implementing the Elevated (Yellow) Threat Condition.
- 4. Stay in contact with local/state/federal authorities and private sector agencies on threat and mutual response to terrorism measures.
- 5. Update and practice emergency action plans for single and multiple incidents.

## Facility Security

- 1. Screen all visitors.
- 2. Deny entry to anyone who refuses inspection or fails to follow security guidance.
- 3. Require department identification for employees and implement a positive visitor identification and accountability system.
- 4. Increase vigilance and observations of areas surrounding agency facilities.
- 5. Direct agency mail-handlers and mail-deliverers to be more vigilant in handling and delivering mail. They need to look for powders, liquids, wires, etc.
- 6. Increase awareness and attention applied to computer and network access control measures.

#### Personnel

- 1. Periodically check callback or volunteer availability.
- 2. Keep all officers, supervisors, and special team leaders informed of conditions.
- 3. Provide training as needed to enhance staff ability to operate safely at terrorist, or suspected terrorist, Chemical, Biological, Radioactive, Nuclear and Explosives (CBRNE) incidents.

#### Operations

- 1. Check communications with law enforcement and other jurisdictions and agencies at least weekly.
- 2. Review, revise, or implement Incident Command and its Unified Command component.

#### ELEVATED CONDITION (YELLOW)

An Elevated Condition is declared when there is a significant risk of terrorist attacks. In addition to the preparedness measures taken in the previous Threat Conditions, emergency response agencies should consider the following general measures as well as the preparedness measures that they will develop and implement:

- 1. Increase scrutiny of critical agency locations.
- 2. Coordinate emergency plans as appropriate within the jurisdiction and with nearby jurisdictions and related private sector agencies.
- 3. Assess whether the precise characteristics of the threat require the further refinement of preplanned preparedness measures.
- 4. Implement contingency and emergency response plans as appropriate.

#### Preparedness Actions

Continue all security measures for previous Threat Conditions.

#### Information/Planning

- 1. Contact law enforcement at least weekly to exchange and disseminate threat and intelligence information.
- 2. Maintain contact with the Local Emergency Planning Committee (LEPC). Periodically meet to make decisions of what to do, who will do it, etc. to respond to changing conditions/requirements.
- 3. Review plans for, and prepare to immediately implement the High (Orange) Threat Condition measures.
- 4. Assess and report new found or changed vulnerabilities.

#### Facility Security

- 1. Limit the number of access points to facilities.
- 2. Enforce access control procedures (100% ID check) and consider escorting unknown visitors.
- 3. Implement screening practices for incoming postal and electronic mail, phone calls, deliveries, and visitors.
- 4. Randomly inspect the security and condition of all facilities and HVAC systems.
- 5. Lock all facilities and require access control.
- 6. Periodically test security systems, back-up power systems, and emergency communications systems.
- 7. Review existing threat analysis and vulnerability assessments for department critical infrastructures. Apply new countermeasures if needed.

#### Personnel

- 1. Keep personnel informed in order to stop rumors and prevent unnecessary alarm.
- 2. Remind staff to maintain their personal and family emergency preparedness "go kits."
- 3. Require staff to review all pertinent special operations and terrorism related plans.

#### Operations 3 4 1

- 1. Consider placing selected emergency teams on a higher alert status based on the nature of the underlying threat.
- 2. Review and exercise emergency operations plans.
- 3. Request police assistance to periodically surveil apparatus located away from quarters.
- 4. Arrange with law enforcement to restrict access to the immediate area of an incident.
- 5. Vary response routes to avoid regular patterns. Establish the Command Post at a different position each time. Avoid predictability.
- 6. Prioritize training and investments in new resources to accomplish response plans.

#### HIGH CONDITION (ORANGE)

A High Condition is declared when there is a high risk of terrorist attacks. In addition to the preparedness measures taken in the previous Threat Conditions, emergency response agencies should consider the following general measures as well as the agency-specific preparedness measures that they will develop and implement:

- 1. Coordinate necessary security/preparedness efforts as directed by Federal, State, and local agencies.
- 2. Take additional precautions at those public events receiving agency participation, and possibly consider alternative venues or even cancellation.
- 3. Prepare to execute contingency procedures, such as moving to an alternate site or dispersing the agency workforce.
- 4. Restrict threatened facility access to essential personnel only.

#### Preparedness Actions

Continue all security measures for previous Threat Conditions.

#### Information/Planning

- 1. Contact law enforcement at least daily to collect and disseminate threat and intelligence information.
- 2. Identify public events of concern and caution employees to avoid participation or attendance.
- 3. Review plans for, and prepare to immediately implement, the Severe (Red) Threat Condition measures.
- 4. Track apparatus and equipment availability.

- 5. Review plans for returning to the lower HSAS level.
- 6. Keep the Public Information/Affairs Officer informed so he/she can accurately brief public officials, media, etc.
- 7. Maintain communications with related private sector agencies for status changes.

#### Facility Security

- 1. Search all bags, cases and parcels, including employee-carried.
- 2. Reduce visitations by non-department personnel.
- 3. Screen all personnel allowed to enter the facility such as repair workers, etc.
- 4. Consider escorting all required visitors.
- 5. Conduct regular, but randomly timed inspection tours of the facility exterior.
- 6. Limit access to computer facilities.
- 7. Consider restricting or prohibiting incoming traffic access to agency controlled underground/under building parking garages.

#### Personnel

- 1. Alert staff to situation and any special considerations.
- 2. Place the Emergency Operations Center (EOC) Staff on a higher alert status.
- 3. Implement additional security measures for senior or high profile personnel, if required.

#### Operations 3 4 1

- 1. Review and practice incident handling procedures under High Condition (Orange).
- 2. Reaffirm communications lines.
- 3. Consider partial activation of the EOC.
- 4. Arrange with law enforcement for aggressive restriction to the incident area.
- 5. Conduct pre-event security checks followed by extra inspections as necessary for all public events.

#### SEVERE CONDITION (RED)

This condition reflects a severe risk of terrorist attacks. Under most circumstances, the preparedness measures for a Severe Condition will not be sustained for substantial periods and may be implemented on a local, regional, or state level based on specific threat intelligence. In addition to the preparedness measures in the previous Threat Conditions, emergency response agencies should also consider the following general measures as well as the agency-specific preparedness measures that they will develop and implement:

- 1. Increase or redirect personnel to address critical emergency needs.
- 2. Assign emergency response personnel; mobilize and pre-position specially trained teams or resources if appropriate based on

- specific threat information.
- 3. Consider requesting the redirection of transportation systems in very close proximity to department critical infrastructures.
- 4. Consider closing non-essential public and government facilities.

#### Preparedness Actions

Continue all security measures for previous Threat Conditions.

#### Information/Planning

- 1. Review staffing levels for appropriateness.
- 2. Contact law enforcement once daily or more frequently if the situation warrants, to exchange threat and intelligence information.
- 3. Consider preparation to support short-term housing of employees and families in agency facilities if necessary.
- 4. Review and/or modify plans and actions in response to specific threat information, including potential for relocation of personnel or resources.
- 5. Plan for alternate service delivery means in case of disruption of normal operations.

#### Facility Security

- 1. Close and secure all non-emergency or other unnecessary facilities.
- 2. Close emergency facility underground/under building parking garages to incoming traffic.
- 3. Shut down all nonessential network and computer systems.
- Provide added security to fire/EMS facilities as needed (e.g., 9-1-1 center, communications center, Emergency Operating Center, etc.)
- 5. Assure all empty stations and other facilities are properly secured. Set alarms if installed.

#### Personnel

- 1. Alert on-duty staff to situation and any special considerations based on threat(s).
- 2. Consider need for releasing non-emergency/non-critical personnel.
- 3. Consider activating the EOC staff for minimal staffing.

#### Operations

- 1. Activate other pertinent emergency plans.
- Consider staffing levels of the Emergency Operations Center (consider full staffing based on threat(s) or potential), 9-1-1 center, dispatch center, etc.
- 3. Pre-position or reposition apparatus if required.
- 4. Keep all apparatus and staff in quarters except for responses.
- 5. Arrange with law enforcement to close access to the area of an incident.

6. Consider pre-positioning or relocating equipment and supplies (e.g., EMS supplies, foam, etc.).

#### HELPFUL LINKS

## Federal Links

Department of Homeland Security

http://www.dhs.gov/dhspublic/display?theme=29

Federal Emergency Management Agency

http://www.fema.gov

#### State Links

California Office of Emergency Services

http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/HomelandSecGuide/
\$file/HomelandSecGuide.pdf

Illinois Terrorism Task Force

http://www.state.il.us/iema/ILHSASMnl.pdf

New Jersey Division of Fire Safety

http://www.state.nj.us/dca/dfs/firedepartmenthsasguide.doc

#### Organization Links

American Red Cross

http://www.redcross.org/services/disaster/beprepared/hsas.html

Joint Commission on Accreditation of Healthcare Organizations <a href="http://www.jcaho.org/about+us/public+policy+initiatives/emergency+preparedness.pdf">http://www.jcaho.org/about+us/public+policy+initiatives/emergency+preparedness.pdf</a>

Volunteer Firemen's Insurance Services

http://www.vfis.com/pdf/TerrorismAssessmentMatrix.pdf

# PHONE LIST OF EMERGENCY/KEY PERSONNEL (Also Reference Emergency Resource Information)

## 1. YELLOWSTONE COUNTY

# A. County Commissioners

	Office	Cellular	Home
Bill Kennedy	256-2701	698-5229	245-6051
James E. Reno	256-2701	208-0579	259-2883
John Ostlund	256-2701	698-2507	652-2484

# B. Disaster & Emergency Services (DES)

	Office	Cellular	Home
James L. Kraft, Director	256-2775	208-0569	656-0569
Marv Jochems, Deputy	657-8420	698-7701	248-7213
Jamie Young			
Secretary	256-2775		254-0321
State DES Office, Helena	406-841-3911		

## C. Sheriff's Office

	Office	Cellular	Home
Chuck Maxwell, Sheriff	256-2929	208-0521	256-5293
Jay Bell, Undersheriff	256-2929	208-0522	628-6332
Seth Weston,			
Fire Marshall	256-2947	208-0514	252-8812
Bill Jones, Coroner	256-2929	208-0558	
Keith Montgomery	256-2929	208-0561	

## D. Public Works Department

	Office	Cellular	Home
Bob Moats, Director	256-2735	208-0555	652-5495
Tim Miller	256-6824	208-9077	373-5932

## E. Health Department

	Office	Cellular	Home
Lil Anderson	247-3200	698-2075	656-0832
Dr. Doug Moore	Pager-238-8218	671-0163	962-4008
John R. Puckett	651-6443	671-0144	651-6443
Ted Kylander	256-2770	861-9139	248-3777

# 2. CITY OF BILLINGS

## A. Mayor

	Office	Cellular	Home
Ron Tussing, Mayor	657-8296	690-9561	651-0402
Nancy Boyer			
Deputy Mayor	256-9386		248-9096

# B. City Administrator

	Office	Cellular	Home
Christina (Tina) Volek			
Interim Administrator	657-8430	698-0665	652-3500

# C. Police Department

	Office	Cellular	Home
Rich St. John, Chief	657-8472	698-6364	259-9421
Joe Bryce, Deputy Chief	247-8659	698-4609	655-0808

# D. Fire Department

	Office	Cellular	Home
Marv Jochems, Chief	657-8420	698-7701	248-7213
Paul Gerber, Asst. Chief	657-8421	698-7702	248-8096

## E. Communications Center

	Office	Cellular	Home
Anne Kindness, 9-1-1			
Manager	657-8444		252-7183
Diane Guy, Supervisor	657-8200	698-9050	248-7550
Michelle Aman, Supervisor			
	657-8200	698-9049	259-4233
Priscilla Martinez,			
Supervisor	657-8200	698-9048	323-1400

# F. Airport

	Office	Cellular	Home
Bruce Putnam, Director	657-8495		248-1259
Tom Binford, Asst.			
Director	657-8494	698-5800	252-8032
Mike Glancy, ARFF			
Supervisor	657-8491	698-3237	248-5523
Ronald Young, Airport			
Police	657-8498	698-7125	962-3160
F.A.A Tower	248-8384		
	657-6604 night		

# G. Public Works

	Office	Cellular	Home
David Mumford, Director	657-8232	671-0352	896-0229

# 3. CITY OF LAUREL

# A. Mayor

	Office	Cellular	Home
Ken Olson, Jr.	628-5200		628-6500

# B. Police Department

	Office	Cellular	Home
Rick Musson, Chief	628-8737	850-0439	628-7508

# C. Fire Department

	Office	Cellular	Home
Scott Wilm, Chief	628-5311	690-1279	628-7624

# 4. TOWN OF BROADVIEW

# A. Mayor

	Office	Cellular	Home
John Hougardy	406-667-2246		406-667-2393

# B. Fire Department

	Office	Cellular	Home
Robby Badgett, Chief			667-2278

## 5. AMBULANCE SERVICES

	Office	Cellular	Home
American Medical Response			
Garrett Johnston	259-9601		
Worden Ambulance Service			
Ask For "E.J."	967-2111		
Laurel Ambulance			
Service	628-8737		
HELP (Helicopter)	800-538-4357		
Lewis Duncan	237-4357		
Deaconess Flight Dept.	657-4343		
Simon Bronson	800-325-1774		

# 6. HOSPITALS

# A. Deaconess Billings Clinic

	Office	Cellular	Home
Switchboard, Comm Center	657-4000 (24 hr)		
	255-8570 (backup)		
Emergency Room	657-4150		
Joe Marcotte,			
Safety Officer	657-4824	670-4824	652-2980
Nancy Iverson, Infectious			
Disease Control			
	657-4823	860-6126	652-2980

# B. St. Vincent Health Care

	Office	Cellular	Home
Switchboard, Comm Center	657-7000		
	237-4357		
Vacant, Safety &	237-3094		
Emergency Preparedness	or		
Steve Shandera	237-3095	855-2551	
Becky Wolfe, Infectious			
Disease Control			
	237-3090	672-1194	252-4289

# 7. SUPERINTENDENTS OF SCHOOLS

	Office	Cellular	Home
Yellowstone County			
A.J. Michelotti	256-6933	208-0568	656-4725
Billings - Rodney Svee	247-3781	698-1711	652-4981
Broadview - Don Bidwell	667-2337		
Custer - Garret Franks	856-4117		
Huntley - David Mahon	967-2540		
	Ext. 3120		
Laurel- Josh Middleton	628-8623		
Lockwood- Eileen Johnson	252-6022		255-0671
Shepherd - Robert Barnes	373-5461		373-0180

## 8. RURAL FIRE DEPARTMENTS

## A. Blue Creek VFD

	Office	Cellular	Home
Rick Cortez, Chief	208-0524	860-5895	259-2385
Dan Romero, Asst. Chief		208-7167	
Mike Teter		860-0708	

# B. Broadview VFD

	Office	Cellular	Home
Robby Badgett, Chief			667-2278
Don Swartz			667-2215

## C. Custer VFD

	Office	Cellular	Home
Milton Mothershead, Chief		856-4261	490-8040
Dean Jensen			856-4255

# D. Duck Creek IAA

	Office	Cellular	Home
Shadd Fritz, Chief		861-7998	656-5560
Bob Adler,		698-2043	652-2066
Ron Staley	656-7116		652-1661
Jerry Jansma			656-4739
Ken Petro	652-2208		656-9856

# E. Haley Bench VFD

	Office	Cellular	Home
Bill Glaser, Chief		698-9709	348-3000
Mike Hammond			967-6230
Dick Grosskopf			348-2818
Ron Flom			245-4328

## F. Homewood Park VFD

	Office	Cellular	Home
Gene & Carol Metzger		860-1247	656-2686
Dale & Kelly Spah		860-1420	655-0861
Jason Metzger			591-9479
Kevin Fritz	252-5667		655-9473

## G. Laurel VFD

	Office	Cellular	Home
Scott Wilm, Chief	628-5311	690-1279	628-7624

# H. Lockwood Fire Dept.

	Office	Cellular	Home
Alan Riley, Chief	252-1460	855-0400	248-9213

# I. Molt VFD

	Office	Cellular	Home
Greg Smith, Chief	657-8356		669-3139
Roger Haugrud (#1)			669-3135
Roger Haugrud (#2)			669-3136
Bill Linger			669-3174

# J. Shepherd VFD

	Office	Cellular	Home
Stuart Andersen, Chief		698-6339	373-5802
Larry Carpenter, Asst. Chief			256-0697
Phil Ehlers			373-3482

#### K. Worden VFD

	Office	Cellular	Home
Monte Dvorak, Chief	967-4946		967-4946
Don Dvorak		855-1202	967-2492
E.J. Jensen			967-3561

## 9. SOCIAL SERVICES AGENCIES

#### A. American Red Cross

	Office	Cellular	Home
Paige Miller,			
Disaster Coordinator	245-3512	670-2984	248-1119
State Office	406-727-2122		

## B. Salvation Army

	Office	Cellular	Home
Maj. Don Bowman	245-4659 X11	672-5029	652-3793
Capt. Tim Carr	245-4659 X14	591-2385	656-5369
Darlene Johnson	245-4659 X10		252-8088

# 10. NEIGHBORING COUNTIES (Also EAS South Central MT Operational Area)

# A. Big Horn County

	Office	Cellular	Home
Sheriff (Hardin)			
Larson Medicinehorse	406-665-9780	679-0513	406-638-2052
D.E.S. Ed Auker		679-0541 or	
	406-665-1731	860-7529	406-665-1723

## B. Carbon County

	Office	Cellular	Home
Sheriff (Red Lodge)			
C. Lance Bourquin	446-1234	425-0114	446-2125
D.E.S.			
Darrel Krum	446-1038	425-0121	664-3287

# C. Golden Valley County\_\_\_\_\_\_\_

	Office	Cellular	Home
Sheriff (Ryegate)			
Floyd Fisher	406-568-2321		406-568-2368
D.E.S.			
Floyd Fisher	406-568-2321		406-568-2368

# D. Musselshell County

	Office	Cellular	Home
Sheriff (Roundup)			
Woodrow Weitzel	406-323-1402	861-6458	406-323-3902
D.E.S.			
Jeff Gates	406-323-2777		

# E. Stillwater County

	Office	Cellular	Home
Sheriff (Columbus)			
Clifford Brophy	406-322-5326		406-322-4568
D.E.S.			
Ken Mesch	406-323-6673		

# F. Treasure County

	Office	Cellular	Home
Sheriff (Hysham)			
Wayne Robinson	406-342-5211	855-2995	406-342-5663
D.E.S.			
Steven J. Wilkins	406-342-5211	860-2384	406-342-5485

## 11. UTILITY COMPANIES/REFINERIES

	Office	Cellular	Home
	800-896-7862		
NW Energy	24 hr.		
Yellowstone Valley Elec.	348-3411 24 hr		
Coop. (Huntley)	800-736-5323		
Jerry Ellis, Head Engr.		679-4090	256-9218
	800-638-3278		
Montana Dakota Utilities	24 hr		
Billings Public Util.	657-8315 24 hr		
Lockwood Water Dept.	259-4120 24 hr		
Billings Heights Water			
Department	252-0539 24 hr		
Laurel Water Department	628-7431 24 hr		
Conoco Refinery	255-2560 24 hr		
Exxon Refinery	657-5380 24 hr		
Wes Simpson		325-1464	
Cenex Refinery (Laurel)	628-5200 24 hr		

# 12. SEARCH AND RESCUE (SAR)

	Office	Cellular	Home
Minuteman Search & Rescue			
Tom Ellsworth	256-4962	208-0507	245-6514

#### 13. AMATEUR RADIO

	Office	Cellular	Home
Ron Glass	259-9211	690-9441	259-1436

#### 14. UNITED WAY VOLUNTEER CENTER

	Office	Cellular	Home
Pam Sanderson	252-3839 (x15)	672-4215	656-5510

#### 15. STATE AGENCIES

# A. Disaster & Emergency Services

	Office	Cellular	Home
Disaster & Emergency			
Services (Helena)	406-841-3911		

## B. Montana Highway Patrol

	Office	Cellular	Home
Captain Keith Edgell	245-6193		

#### C. Mental Health Center

	Office	Cellular	Home
Robert Ross, Director	252-5658		
Lisa Mitzman, Secretary	252-5658		

## D. Montana Department of Environmental Quality

	Office	Cellular	Home
Air Quality - Billings			
Jim Hughes	247-4448		245-7776
Water Quality Bureau -			
Helena	406-444-3080		
Jerry Burns - Billings	247-4446		248-7491
Bill Harbrecht - Billings			
	247-4452	698-4020	

# E. Department of Natural Resources and Conservation (DNRC) - State Lands

	Office	Cellular	Home
Sharon Moore	247-4401	698-3473	254-1883
Darrell Kurk	247-4406	670-5422	373-5422

#### F. Bureau of Land Management (BLM)

	Office	Cellular	Home
Inter Agency Dispatch Ctr	896-2900		

#### DISTRIBUTION LIST

#### COPY ORGANIZATION Original Yellowstone County DES Office American Red Cross American Medical Response 3 FSA, Yellowstone County Emergency Board 4 Billings Assistant City Administrator 5 Billings City Administrator 6-13 Billings Communications Center Billings Fire Department 14-15 16 Billings MET Transit 17-18 Billings Police Department 19 Billings Public Utilities Department 20 Billings Public Works 21 City/County Health Department 22 Deaconess Billings Clinic 23 H.umane Society of the United States 24 Laurel Ambulance 25 Laurel Police Department 26 Laurel Public Works 27 Laurel Volunteer Fire Department 28 Lockwood Fire District 29-30 Logan International Airport, ACFR 31-32 Mayor, City of Billings Mayor, City of Broadview 33 34 Mayor, City of Laurel Montana Highway Patrol 35 36 Montana DES 37 Montana District 5 DES 38 Parmly Billings Library St. Vincent Hospital & Health Care Center 39 40 United Way of Yellowstone County 41 Yellowstone County Board of County Commissioners 42 Yellowstone County Clerk and Recorder (on file) 43 Yellowstone County DES Deputy Director 44 Yellowstone County Extension Agent

Yellowstone County Sheriff

Yellowstone County Public Works

Yellowstone County DES Office

(EOP)

45

46 47-60

## ANNEX A DIRECTION AND CONTROL/EOC

#### A. PURPOSE

To provide direction and control for emergency operations and to establish responsibilities and procedures or operation of the EOC.

#### B. SITUATION AND ASSUMPTIONS

- 1. SITUATION. The Billings/Yellowstone County EOC is located in the basement of the HQ Fire Station at 2300 9th Avenue North, Billings, Montana. This EOC does not meet the FEMA criteria regarding protection from blast and radiation effects of nuclear weapons. The City/County Communications and Dispatch Center is in the same building as the EOC. The procedures for activating the EOC are a separate SOP to this plan.
- Most emergency situations are handled 2. ASSUMPTIONS. emergency service routinely by the agencies Yellowstone County. Most major emergencies can be managed at the field level under established procedures of the emergency services agencies. However, many management activities can be coordinated at the EOC, thereby allowing field forces to concentrate on essential on-scene tasks and provide call relief to the dispatch. In most large scale disaster situations, centralized direction and control, i.e., activation of the EOC coupled with the Incident Command System (ICS) or the National Incident Command System (NIMS) is the most effective approach to management of emergency operations.

#### C. CONCEPT OF OPERATIONS

1. GENERAL. In accordance with Title 10, Montana Codes Annotated, the Yellowstone County Commissioners are directly responsible for maintaining a DES program that will reduce risk of loss of lives and property in case of disaster. A County Resolution further assigns responsibility for coordinating the DES program to the Director, YCDES.

The "National Incident Management System" or the "Incident Command System" will be in effect at the scene of any incident, and those responsible for on-scene actions will utilize that System for preparedness,

response, and training purposes. Reference Appendix A-1 to this Annex to determine Incident Command responsibilities.

Consideration is given to the possibility of a number of separate disaster sites each requiring attention at the same time (such as four or five flooded communities, several wildfires in different locations, etc.). Incident Commanders will be cautioned by EOC officials to be aware of the potential for several competing calls for resources as they set up their on-scene incident command post.

#### 2. EMERGENCY PHASES.

- a. Preparedness. DES will review and maintain a "Hazards Analysis or Risk Assessment" listing the potential hazards in Yellowstone County. Each hazard is ranked in accordance with FEMA guidelines. These hazards are (in order of ranking):
  - 1. Flooding
  - 2. Wind/Hail/Tornado
  - 3. Wildland Fire
  - 4. Major Structure Fire
  - 5. Hazardous Material Emergency
  - 6. WMD/Terrorism
  - 7. Winter Storm
  - 8. Earthquake
  - 9. Enemy or Nuclear Attack

This EOP plus any separate SOP to respond to these disasters will be developed and maintained by YCDES in this preparedness phase.

b. Response. Depending upon the situation the EOC will be activated by the DES Director and those officials required to support the Incident Commander will be notified to report to the EOC. The Chairperson of the Board of Commissioners or the Mayor(s), or their designees, may issue an order that all activities shall be conducted through the EOC. The Chairperson of the Board of County Commissioners or YCDES will report the disaster status to the Governor via MTDES if and when the situation exceeds the resource capability of Yellowstone County. The DES Director shall establish contact with his counterparts in other jurisdictions affected by the same event. Mutual aid will be requested, as necessary. The DES Director shall provide the County Commissioners, Mayor(s) and the Annex Chiefs with a briefing, including the nature of the threat, the likelihood of containment with local resources, and the methods of obtaining additional help. The Emergency Alerting Station (EAS) will be activated by the DES Director when the situation warrants. All public information will be disseminated from the EOC and from the designated PIO.

Recovery. Procedures necessary during the recovery c. "Local per Government phase, the Disaster Information Manual" (LGDIM), will be reviewed by the DES Director. The DES Director will be the community's authorized agent and will responsible for the maintenance of the Damage Survey Report files and status. The DES Director will be responsible for the closeout of the EOC and submitting a written summary of activities and conducting a critique as necessary.

#### D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- CITY AND COUNTY DEPARTMENTS AND AGENCIES. 1. City and county departments, department heads, and agencies shall perform actions as outlined in the applicable EOP It shall be the responsibility of the DES Annexes. Director to supply the responsible elected or appointed official heading each department or agency with information regarding their role in preparing, maintaining, and implementing the EOP. Following is a summary of disaster responsibilities for a few key individuals:
  - a. Disaster and Emergency Services Director
    - 1. Brief County Commissioners and/or Mayor(s) on situation; review EOC Operations with Annex Chiefs; serve as liaison between the EOC and rest of world. Coordinate activity of all individuals in the EOC. Provide support and resources to the IC.
    - 2. A maximum EOC shift of 12 hours for all participants will be established. The DES Director shall provide the County Commissioners with a suggested staffing

pattern to perform the EOC functions.

- 3. The DES Director is responsible for maintaining the readiness of the alerting equipment at the Warning Center and for the training Center employees.
- 4. The DES Director will monitor the utilization of private sector resources and assist Annex Chiefs in making certain the necessary fiscal records are maintained to assure that all commitments are made in accordance with procedures established by state and federal agencies that might offer reimbursement or other assistance.
- 5. The DES Director will be responsible for integrating the Radiological Protection Activities unique to nuclear attack with those related to transportation or other incidents involving radioactive materials. The DES will responsible Director be for maintenance of the Radiological Defense Annex availability of and for the trained Radiological Defense Officers if and when a nuclear crisis warrants.
- 6. The DES Director shall be responsible for maintenance of the Resource List that identifies available resources for any disaster. He shall serve as the Resource Manager for most disasters.
- 7. Initial damage assessment is the responsibility of the first Yellowstone County representative or appropriate city official to arrive at the scene. Public Works will follow up with damage assessments once the EOC is The DES Director will prepare an activated. overall damage assessment for the Mayor(s). Commissioners and/or anticipation of a possible Presidential Disaster Declaration, all final Assessment Reports will be in the federal "Damage Survey Report" (DSR) form.
- 8. The DES Director shall be responsible for keeping the Montana DES Division informed on resource deployment, and will be responsible

for the timely and accurate requesting of any state or federal assistance.

- 9. The DES Director will be responsible for maintenance of the EAS Plan and for assuring that appropriate tests of the system are performed.
- 10. The DES Director shall be responsible for making certain the EOP is reviewed and updated as necessary and/or after a major disaster. Annex Chiefs will assist for their own particular Annex.

#### b. Deputy Director, DES

- 1. Maintain close liaison with the DES Director and divide the workload as the situation dictates. In the absence of the Director, initiate actions as called for in the EOP.
- 2. Develop a staff and shift schedule and assure each Annex Chief position and the EOC key positions are staffed on a 24 hour a day basis.
- 3. Make certain visual display boards are installed and necessary personnel are assigned to maintain a flow of information. Maintain contact with Annex Chiefs to assure timely collection and posting of situations each is handling.
- 4. When the EOC is activated, agree upon a schedule of briefings and monitor the activities of the Commissioners, DES Director, and PIO to make certain this schedule is followed.
- 5. Take special precautions to collect and save all records -- including the makeshift notes taken on scrap paper. Everything that can contribute to accurate reconstruction of all activities and events is to be saved.
- 6. Perform other duties as assigned by the DES Director or other officials.

- c. County Extension Agent.
  - 1. The Extension Agent will serve as liaison between the DES Director and the FSA County Emergency Board, and will advise the Chief Executive on issues directly relating to USDA programs and policies.
  - 2. Information of direct concern to the rural population will be coordinated by Extension Agent. The Extension Agent will coordinate his efforts with the State and Federal Department of Agriculture and other county EOC staff.

#### E. ADMINISTRATION AND LOGISTICS

1. COMMUNICATION CENTER AND PRIMARY EOC. All emergency services are dispatched on a 24 hour basis from the City of Billings/County of Yellowstone Communications Center. This Center is located in the Billings Fire Department Station #1 at 2300 9th Avenue North, Billings. The EOC is located in the basement of this same facility.

Yellowstone County does not have an EOC meeting the Federal Emergency Management Agency requirements for radiation protection (PF100) and, therefore, does not have a FEMA approved EOC. The concept of centralized coordination requires that this EOP provide for the functions of the EOC. Direction and Control for overall disaster operations will emanate from the EOC and Direction and Control at the field will come from the IC.

- 2. ALTERNATE EOC. An alternate EOC, meeting FEMA requirements could be established in the basement of the Billings City Hall or the basement of the County Courthouse. Other non FEMA approved alternate sites could be any facility of the city or county. Radio and telephone communications are the key ingredients for EOC operations. The incident could also determine the site of an EOC -- rural areas of the county may be better served on-site by a Mobile EOC or Communications vehicle.
- 3. MOBILE EOC. Yellowstone County has access to a Mobile Communications Van that could serve as a mobile EOC if the incident would warrant. The county (through DES) has a van maintained by the Minuteman SAR with city and county emergency radio channels. The Mobile EOC is

capable of establishing basic EOC functions anywhere in Yellowstone County, and can serve to "relocate" should events and/or conditions make the initial EOC selection impossible.

4. PROCEDURES FOR RELOCATING. Upon direction of any threat to continuity of the EOC, it is the responsibility of the DES Director to move the EOC to a suitable alternative location and to effect the orderly transfer of EOC operations from the original site to a place of safety. Given the flexible nature of the Mobile EOC and the lack of suitable radiation protection to meet FEMA nuclear attack requirements, the exact location of any alternate EOC is determined by the nature and location of the event, and the availability of the necessary facilities to support EOC operations.

#### F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex is the responsibility of YCDES. All Annexes are directly related to the Direction and Control Annex and, therefore, Annex Chiefs should develop procedures to support and enhance this Annex.

# APPENDIX A-1 AGENCY/DEPARTMENT RESPONSIBLE FOR INCIDENT COMMAND FOR NAMED DISASTERS

		CITY OF BILLINGS	CITY OF LAUREL	TOWN OF BROADVIEW	YELLOWSTONE COUNTY	
1.	Flood	Police	Police	Sheriff	Sheriff	
2.	Wildland Fires			Fire	Area Fire Dept	
3.	Structure Fires	Fire	Fire	Fire	Area Fire Dept	
4.	Hazardous Material	Fire	Fire	Fire	Area Fire Dept	
5.	Wind/Hail/ Tornado	Police	Police	Sheriff	Sheriff	
6.	Winter Storm	Police	Police	Sheriff	Sheriff	
7.	Utility Outage	Police	Police	Sheriff	Sheriff	
8.	Terrorism/	WMD Police	Police	Sheriff	Sheriff	
9.	Airplane Crash	Fire	Fire	Sheriff	Sheriff	
10.	Refinery Disaster	Fire	Fire		Exxon/ Lockwood Fire	
11.	Health				C/C Health	
12.	All Other	Police	Police	Sheriff	Sheriff	

#### NOTES:

The respective governments will have their chief executives (mayor, city administrator, commissioners) and agency chiefs in the EOC as needed. The DES office will provide coordination in most incidents. A unified command composed of several agencies is most common and most effective.

<sup>2.</sup> Crashes on airport property will be under control of Airport Manager.

<sup>3.</sup> The County Coroner has sole control of the bodies and personal effects after the first response is completed and he is responsible for disposal of remains.

APPENDIX A-2 EOC STAFFING ROSTER/CALL LIST (Reference separate list of Emergency Personnel for phone numbers.)

The following is a listing of the agencies/individuals (or designees) who would be required to staff the EOC for a worst case disaster affecting all Yellowstone County:

- 1. DES Director and Deputy.
- 2. Board of County Commissioners, Yellowstone County.
- 3. Mayor City of Billings, City of Laurel (may operate their separate EOC), Town of Broadview (may operate their separate EOC).
- 4. Billings City Administrator.
- 5. Billings Fire Chief.
- 6. Billings Police Chief.
- 7. Public Works Director.
- 8. Communications Center Supervisor.
- 9. Yellowstone County Sheriff.
- 10. County Health Officer.
- 11. County Public Works.
- 12. City and County Finance Directors.
- 13. MET Transit Director.
- 14. American Red Cross.
- 15. EMS (Local Ambulance Director).
- 16. Local Hospital Representatives.
- 17. Radiological Defense Officer (if necessary)
- 18. Public Information Officer (if appointed).
- 19. County and City Legal Advisors.
- 20. Local Utility Company/Refinery Representative.
- 21. State DES/Highway Patrol/Health/National Guard liaisons.
- 22. Federal Agencies (FEMA, EPA, etc.).

APPENDIX A-3 EOC ACTIVATION PROCEDURES "BILLINGS AND YELLOWSTONE COUNTY EMERGENCY OPERATING CENTER STANDARD OPERATING PROCEDURES (SOP)" (See Separate Plan.)

## ANNEX B ALERTING AND WARNING

#### A. PURPOSE

This Annex provides for a capability to warn the public of any imminent or occurring disaster and to disseminate national attack and/or emergency information to all warning points in Yellowstone County.

#### B. SITUATION AND ASSUMPTIONS

- 1. SITUATION. A key responsibility of local government is to alert the general public of a threatening disaster. The need to warn the general public is common to all hazards. Hazards vary in predictability and speed of onset. Time available for warning may vary from ample to none.
- 2. ASSUMPTION. A good warning system is one of the community's most valuable emergency management assets, having great potential for saving lives and preventing injuries. The Billings Communications Center will be in operation prior to the onset of most emergencies, thereby giving time to disseminate the warning to key officials and the general public.

## C. CONCEPT OF OPERATIONS

- 1. GENERAL. Alerting and Warning includes activation of YCDES and key officials in city and county government and alerting the general public to ensure that they are aware of a dangerous situation. There are overlaps in the functions of Direction and Control, Communications, Warning, and Emergency Public Information. This Annex focuses on notifying the general public of an immediate threat to their safety and alerting local officials having emergency management responsibilities.
- 2. DIRECTION AND CONTROL. When time permits, e.g., in slowly developing disasters, the decision to disseminate warning will be made by the YCDES, Communication Center or EOC. The Warning Officer is the Communications Center Manager or On-Duty Supervisor responsible for implementation. The Warning Officer reports to the Billings Fire Chief who is in turn responsible to the Billings City Administrator.

Warning can also be initiated by the field Incident

Commander. Any situation calling for a substantial number of private citizens to be warned will be reported to YCDES.

Fire and law enforcement officials are authorized to carry out large scale warning, evacuation, and shelter operations on their own initiative in accordance with Incident Command procedures. Requirements operations throughout coordination of such local government are covered in this plan. Liaison is maintained with local industries of high hazard potential (refineries, chemical storage warehouses, etc.) to ensure warning and communications coordination.

- 3. SOURCES OF INFORMATION THAT MAY NECESSITATE WARNING OF THE PUBLIC. Reports of situations that may endanger the public come from a variety of sources, including private citizens, responding emergency services personnel, the National Warning System (NAWAS), the National Weather Service, the major news wire services, government agencies, industries, and utilities.
- 4. DISSEMINATION OF WARNING. Depending on the characteristics of the hazard and on the size and population of the area threatened, one or more of the following facilities and techniques will be used to warn the public:
  - a. Outdoor alerting sirens throughout Billings and Yellowstone County.
  - b. Mass media, i.e., radio and television, through the Emergency Alerting System.
  - c. NOAA weather radio and weather wire.
  - d. Mobile sirens of sheriff, police, and fire department vehicles.
  - e. Door-to-door sweeps by emergency services personnel.
  - f. Telephone and cellular phone.
  - g. Radio, telephone, and law enforcement network to neighboring counties. A separate document detailing the alerting procedures (fanout) for local officials and the public is entitled "Billings and Yellowstone County Emergency Alerting"

and Warning Procedures".

5. WARNING OF UNAUTHORIZED OR ACCIDENTAL LAUNCH OF A NUCLEAR WEAPON. Although the risk of nuclear war between the superpowers (US and USSR) has reduced over the years, a threat just as great is the unauthorized or accidental launch of a nuclear weapon. The alerting and warning procedures for such an event are identical to an attack warning and are contained in the "Emergency Alerting and Warning Procedures".

#### D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- 1. ORGANIZATION. The organization for the warning function in Yellowstone County is the same as the emergency organization. See Tab 2 of the Basic Plan.
- 2. ASSIGNMENT OF RESPONSIBILITIES.
  - a. Warning is a function of YCDES and the Communications Center of Billings/Yellowstone County and the City of Laurel.
  - b. The Yellowstone County Sheriff's office, Rural Fire Departments, City Police and Fire units will mobilize mobile sirens as necessary to alert the general populations, or parts thereof, of an existing or impending disaster.

#### E. ADMINISTRATION AND LOGISTICS

1. FIXED SIRENS. A system of sirens exists in Billings, Laurel and Yellowstone County. The sirens are activated from the Billings/Yellowstone County Communications Center and/or the Laurel Communications Center.

In addition, several volunteer fire departments and industrial facilities have sirens and whistles that are part of the outdoor warning system.

- 2. EMERGENCY ALERTING SYSTEM (EAS). The EAS Stations serving the Yellowstone County EAS Operational Area are the NWS, KEMC FM and KGHL AM radio. A separate document, "Emergency Alerting System" (EAS) (See separate document) is maintained by YCDES.
- 3. NOAA WEATHER RADIO. Severe weather information alerts threatening public safety or any other hazardous condition can be broadcast over the local weather

frequencies.

## F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex is maintained by YCDES. The Billings and Laurel Communications Centers will assist with the warning functions outlined therein.

APPENDIX B-1 "BILLINGS AND YELLOWSTONE COUNTY EMERGENCY ALERTING AND WARNING PROCEDURES" (See separate document.)

APPENDIX B-2 "PROCEDURES FOR THE SOUTH CENTRAL MONTANA EAS OPERATIONAL AREA" (See separate document.)

## ANNEX C COMMUNICATIONS

#### A. PURPOSE

#### This Annex:

- provides for the coordination of all communication activities during emergency/disaster operations involving Yellowstone County;
- describes the primary and backup methods of communications between the EOC, the City/County Communications Center, and emergency response agencies;
- 3. describes the methods by which information will be collected and disseminated to ensure effective communications during an emergency/disaster, including coordination with private resources.

#### B. SITUATION AND ASSUMPTIONS

- 1. SITUATION. Essential to the orderly and efficient management of any emergency/disaster is the establishment of an effective and reliable communications system to collect information in order to be able to make informed decisions.
- the primary warning 2. ASSUMPTIONS. As point Yellowstone County, it is the duty of the Billings notify officials Communications Center to responsibility it will be to manage the emergency/disaster, and to provide trained personnel to facilitate the flow of information and proper operation of radio and telephone equipment.

#### C. CONCEPT OF OPERATIONS

During an emergency/disaster, communications directly concerned with management of the incident will take priority over all other functions. It may be necessary to augment the communications force with additional equipment for establishing special communications channels and coordination of other local communications groups with the EOC managers. It may be necessary to temporarily suspend those functions not directly related to the emergency, and redirect those efforts toward managing the emergency.

The radio units in the EOC are a backup system to the radio consoles in the Communications Center. These radios are operational and need testing periodically to ensure continued operability.

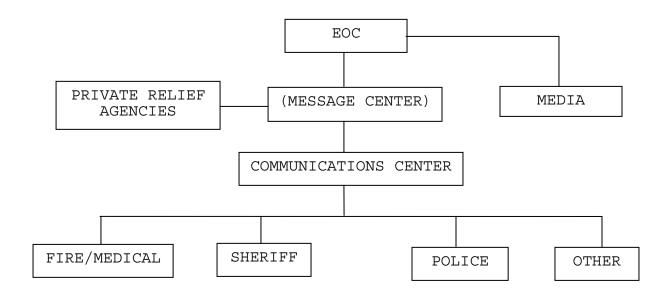
The telephone system in the EOC is active via live jacks throughout. The telephone lines are extensions of the fire department system and need only to have phone sets plugged into the jacks. Phone sets are available in the EOC. Also reference the EOC Activation SOP, Appendix A-3.

If the National Guard is activated in Yellowstone County, portable, temporary military communications can be set up to coordinate military/civilian operations. If the Guard has a separate headquarters, communications between their HQ and the EOC will be set up utilizing the most effective method.

Communications of local private resources, when needed for coordination, will be set up in the EOC or between their office(s) and the EOC. Again, the best method will be used (telephones, RACES, company radios, etc.).

#### D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. During an emergency/disaster communications may be directed into and out of the EOC through a message center to the Communications Center and to emergency response field units and other private agencies providing assistance to the public. This organization is as follows:



The Communications Center is a division of the Billings Fire Department, and as such is under the direction of the Fire Chief. The Communications Center Manager is responsible for maintaining equipment and supervising personnel on a routine basis. During an emergency, the Communications Center Manager would primarily be responsible for providing additional or backup equipment to facilitate radio and telephone The Communications Center Manager would communications. direct those activities and coordinate the flow communications between the EOC, the Communications Center, and emergency response units.

#### 2. ASSIGNMENT OF RESPONSIBILITIES

- a. Communication Officer (Communications Center Manager).
  - The Communications Officer will establish and 1. maintain adequate radio/telephone communications for emergency response units. Day-to-day, as well as in an emergency, the existing network of local emergency radio units (fire, police, EMS, sheriff, mobiles, base stations, portables, and pagers) are maintained tested to determine and operability. The EOC radios would be used as a backup or for small scale disasters. A mobile communications vehicle is available for use in Yellowstone County. It has the City of Billings and Yellowstone County emergency frequencies as well as an on-board cellular phone. The City/County cellular vendor has also agreed to provide support of cellular phones to the mobile communications van.

Communications from the EOC to fallout via shelters would be telephone (if operational) or amateur radio (RACES) operators.

- 2. To establish radio/telephone communications between the EOC and neighboring counties and between the EOC and MTDES offices in Helena, a variety of methods could be used:
  - a. Telephone/Fax/Cell Phone
  - b. Radio
  - c. E-mail
  - d. RACES packet and/or voice.
- 3. To establish means to communicate with the hearing impaired the Communications Center has the necessary equipment.
- 2. To establish a message center and messagehandling center, a room could be set up either in the vicinity of the Communications Center dispatch area or in a section of the EOC operations room in the basement, whichever is thought to be most appropriate for the

situation. One employee will be designated to receive, log, and transfer all messages into and out of the EOC. Messages will transferred and from the EOC and to Center Communications by runners. This function can also be accomplished via computer.

- 3. With the assistance of YCDES, the Communications Staff will assist and support RACES communications. Separate amateur radio units are installed in the EOC to provide primary and backup communications locally, statewide, and nationwide. The packet radio system utilizing data transmissions through a portable computer may be available in the EOC to accomplish this goal.
- c. Amateur Radio Operators / ARES / RACES The Yellowstone Radio Club can provide the following:
  - 1. Supplemental communications for the Billings/Yellowstone County EOC;
  - 2. Supplementary communications for the American Red Cross;
  - 3. Emergency phone patches in areas outside of Yellowstone County when the local phone system fails;
  - 4. Point-to-point and building-to-building communications when the phone system fails;
  - 5. In-house floor-to-floor, office-to-office communications when the phone system fails evacuation of hospitals or nursing homes;
  - 6. Field spotter and watch networks;
  - 7. Communications on behalf of Yellowstone County residents into disaster areas outside of Yellowstone County;
  - 8. Riders with radios for emergency vehicles not equipped with radios.

#### E. ADMINISTRATION AND LOGISTICS

Communications is a vital part of day-to-day local government emergency response operations. The normal administrative support including space maintenance, supplies, maps, equipment, and personnel is addressed by an interlocal agreement between Billings and Yellowstone County. During a disaster, the support to the Communications Center and the EOC continues and is supplemented by YCDES. If needed, off-duty radio and telephone personnel may be called to staff EOC radio units if other EOC personnel cannot handle the workload.

Message forms can be developed by the Communications Officer and supplied to the EOC.

As upgrades to communications equipment is contemplated, the necessity for emergency operations will be considered and appropriate systems planned and purchased. The City/County Communications Advisory Board has a direct part in all communications systems planning and as such coordination with this group is mandatory.

#### F. PLAN DEVELOPMENT AND MAINTENANCE

YCDES and the City of Billings Communications Center Manager are responsible for developing and keeping this Annex current. Nearly all Annexes are directly impacted by this Communications Annex. Therefore, all Annex Chiefs should familiarize themselves with the contents of this Annex and coordinate their communication needs with the Communications Officer and YCDES.

# APPENDIX C-1 "YELLOWSTONE COUNTY URBAN AREA TACTICALINTEROPERABLE COMMUNICATIONS PLAN (TICP)". (See separate document)

# APPENDIX C-2 EMERGENCY RADIO FREQUENCIES IN DES BACKUP RADIO BASE STATION - EOC

# GROUP 1

<u>Channel</u>	Agency	Transmit	<u>Receive</u>	<u>Tone</u>
1	DES/Rural Fire (Larson/West)	158.865	155.880	114.8
2	DES/Rural Fire (Dunn/East)	158.865	155.880	141.3 TX 114.8 RX
3 4 5 6	Sheriff - East Sheriff - West Road Dept East Road Dept West	158.910 159.210 159.135 159.045	156.210 156.165	107.2
GROUP 2 (	No longer in active use s	ince City	went to 80	0 mhz.)
7 8 9 10 11	Police 1 Police 2 Fire 1 Fire Repeater Airport	155.010 154.650 153.770	155.670 154.370	192.8
GROUP 3				
12 13 14 15 16 17 18 19 20	American Medical Respons Worden Ambulance EMS Local (Greeno Hill) EMS Regional (Pompeys) ( EMS Rgnl Dsp/Pgng (Gray) Lockwood Fire Shepherd Fire Worden Fire	Tan)	155.295 155.160 155.220 155.280 155.340 155.325 154.400 154.445 155.220	CS CS
GROUP 4				
21 22 23 24 25 26 27	MT Mutual Aid (Gold) Nat'l Law Emerg. (Blue) MT Law Mutual Aid (Silve MT Fire Mutual Aid (Red) Fire Cmnd/Cntrl (Maroon) MT Fire Ground #1 (Coral MT Fire Ground #2 ((Scar	.)	153.905 155.475 155.790 154.070 154.280 154.265 154.295	CS CS CS CS
NOTE:	If the transmit frequency as the receive frequency		isted, it	is the same

# ANNEX D EMERGENCY PUBLIC INFORMATION (EPI)

#### A. PURPOSE

To provide a capability through all available media to disseminate accurate and timely information on potential and actual emergencies/disasters to the citizens of Yellowstone County and to give these citizens an information base for sound emergency survival and preventive actions.

### B. SITUATION AND ASSUMPTIONS

### 1. SITUATION

- a. Yellowstone County has continuing programs which use the mass media to provide needed and desired information about local government activities and services to the general public.
- b. During periods of emergency, the public needs detailed information regarding protective action to be taken for minimizing loss of life and property. There are times, however, when disaster strikes without warning and the public information system cannot react rapidly enough to properly inform the public about the hazard. For this reason it is important that prior to the occurrence of an emergency the public be made aware of potential hazards and the protective measures that can be employed.
- In major emergency situations, there will be large c. representatives numbers of media information about the situation and about response actions. It is the policy of Yellowstone County to cooperate fully with the media to provide complete and accurate information. Yellowstone County has developed procedures in cooperation with local news media to disseminate emergency information to the public via the EAS. However, recognize that a large emergency will also attract regional and national media representatives.

#### 2. ASSUMPTIONS.

- a. During emergency situations, the general public will demand information about the emergency situation and instructions on proper survival/response actions.
- b. The media will demand information about emergency situations. The <a href="local">local</a> media, particularly broadcast, will perform an essential role in providing emergency instructions and up-to-date information to the public. Depending on the severity of the emergency, or the media's <a href="perception">perception</a> of the severity of the emergency, <a href="regional">regional</a> and national media will also cover the story and demand information and comments from local officials.
- c. Depending on the severity of the emergency, telephone communications may be sporadic or impossible. Local and regional radio/television stations without emergency power may also be off the air.
- d. Demand for information may be <u>overwhelming</u>. Sufficient staff needs to be provided and trained.

### C. CONCEPT OF OPERATIONS

- 1. GENERAL. The Public Information Officer (PIO) will be directly involved in the warning process. In large scale disasters or disaster threats, the PIO will disseminate emergency instructions and information to the public in the following order of priority:
  - a. Lifesaving/health preservation instructions.
  - b. Emergency status information.
  - c. Other useful information, originated by the government or in response to media inquiries.

In both the response and recovery phases of the emergency, the PIO may employ a Joint Information Center (JIC) and an On-Scene PIO, as appropriate and possible, depending on the nature and size of the disaster.

During the recovery phase, attention will be focused on restoring channels of communication with the public. Appropriate information will be released, particularly on the restoration of essential services, travel restrictions, and assistance programs available. When time allows, actions taken during the emergency will be assessed and this Annex will be revised as necessary.

- 2. DIRECTION AND CONTROL. In Yellowstone County when the emergency organization is activated, the PIO is an integral part of the Direction and Control organization. The PIO reports directly to the County Commissioners/Mayors and/or City Administrator and advises Annex Chiefs on communication with the media and public. The EOC makes such decisions as establishment of a JIC and deployment of On-Scene Public Information Teams in coordination with other levels of government and private organizations.
- 3. COORDINATION OF PUBLIC INFORMATION. For proper coordination in a large scale emergency, it is essential that EPI be released from a single point (normally the EOC and/or Incident Commander) to assure consistency and authenticity. If state and federal officials become involved, Yellowstone County will cooperate and provide appropriate support for a JIC.

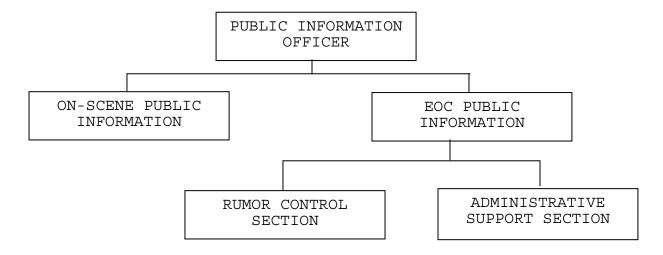
The On-Scene PIO will be the Incident Commander on small scale emergencies. On large scale emergencies, the Incident Commander will appoint a PIO or forward media inquiries to the EOC. In either case, EPI will be released from a single location.

It is desirable that the public information representatives of local private agencies, such as the American Red Cross, Salvation Army, and utility companies, join in releasing EPI through the single coordination point, the EOC.

If Montana DES activates its Emergency Public Information Center at the EOC in Helena or the Governor's Office, the county PIO will coordinate EPI with the state PIO. The Governor's Office may be a releasing point to the media, in coordination with the state EOC or JIC at the scene. The state PIO will coordinate with Federal Emergency Management Agency (FEMA) and provide EPI staff support to local jurisdictions on request. The FEMA PIO will provide information on federal response efforts and assistance programs and will coordinate with state and local PIO's. Federal information should be integrated into the local or state news releases.

### D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. For most disaster situations, EPI will be handled by the YCDES Director. For large scale disasters, however, a PIO may be appointed or a CEO may serve in that capacity. An organization could be as follows:



# 2. ASSIGNMENT OF RESPONSIBILITIES

- a. All Yellowstone County and City Departments.
  - 1. When the EOC is activated, provide information concerning operations to the PIO and issue all emergency information to the news media and the public through the PIO to assure proper coordination.

#### b. PTO.

- 1. Rapidly release emergency instructions and information to the public through all available means from a single location, the EOC or on-scene. Standby EPI materials for disasters, including nuclear attack, are included in the Appendix to this Annex.
- 2. Receive all calls from the media and the public concerning the emergency situation and respond with official information or relay calls to the EOC staff members, as appropriate.

- 3. Obtain reports or situation summaries from the EOC staff to maintain current estimates of the situation.
- 4. Prepare news releases and press conferences as necessary.
- 5. Conduct situation briefings for visitors, media, etc., as appropriate.
- 6. Deploy an on-scene PIO, as appropriate.
- 7. Establish a field media center, if appropriate, at the field command posts.
- 8. Arrange interviews with key personnel when requested by media and when possible without interfering with response operations.

### E. ADMINISTRATION AND LOGISTICS

- 1. The PIO is assigned space in the Yellowstone County EOC. His needs for communications, supplies, and equipment are covered in the EOC SOP. If practical in a given emergency situation, the PIO/YCDES Director can continue to work in the DES office, which is readily accessible to the County EOC.
- 2. The Commissioners Board Room in the County Courthouse can be used initially as a media center, if the nature of the emergency does not make this impractical. When the EOC is activated, a media room will be set up in close proximity to the EOC and announced to the media.
- 3. The Billings phone directory and the EAS Plan give the media resources for this area.
- 4. A major activity of the PIO in non-emergency times is the development and refinement of EPI materials, such as camera-ready copy for newspaper supplements, video and audio tapes for use through the electronic media.

### F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex is developed and maintained by the Yellowstone County Public Information Officer (YCDES). Hazard specific EPI materials are maintained by the PIO and coordinated with the appropriate department of local government.

# G. REFERENCES

- 1. Community Shelter Plan, Yellowstone County, Montana, including camera-ready copy.
- 2. National Fallout Shelter (NFS) Facility Listing and Facility Summary, FEMA.
- 3. Reception Area Facility (RAC) Listing and RAC Summary and Analysis Report, FEMA.
- 4. Nuclear War Survival Skills, Cresson H. Kearny.
- 5. MTDES RADEF Plan.

APPENDIX D-1 STANDBY EPI MATERIALS FOR FLOOD, TORNADO, RANGE (WILDLAND) FIRE, HAZARDOUS MATERIAL, EARTHQUAKE AND WINTER STORM (BLIZZARD). The following information can be given directly to radio and/or TV for broadcast or scroll.

# FLOOD

1. THE NATIONAL WEATHER SERVICE HAS WARNED THAT CONDITIONS
ARE RIGHT FOR POSSIBLE FLOODING ON RIVERS AND CREEKS IN THE
YELLOWSTONE VALLEY. BEGIN NOW TO PREPARE FOR HIGH WATER IF YOU
LIVE IN A FLOOD PRONE AREA.
2. RISING WATER HAS BEEN NOTED ON THE RIVER GAUGES. FLOOD
STAGE IS FEET ON THE THIS IS THE TIME TO
REMOVE LIVESTOCK AND EQUIPMENT TO HIGHER GROUND, PREPARE YOURSELF
TO RELOCATE, CLEAR THE BASEMENT OF ITEMS THAT COULD BE DAMAGED BY
FLOOD WATER.
3. THE HAS REACHED FLOOD STAGE AND IS
RISING. RESIDENTS LIVING IN THE SHOULD EVACUATE THE
AREA NOW. THE RED CROSS HAS ESTABLISHED SHELTERS AT
PLEASE LEAVE THE FLOOD DANGER AREA NOW AND REPORT TO THE SHELTER
REGISTRATION POINT. EVERYONE LEAVING THE FLOOD AREA SHOULD STOP AT
TO REGISTER, WHETHER OR NOT YOU WILL STAY AT THE
SHELTER. RESCUERS NEED TO KNOW WHERE ALL RESIDENTS OF THE FLOOD
AREA ARE.
4. RESIDENTS ARE BEING ALLOWED TO RETURN TO THE
AREA WHICH HAS EXPERIENCED FLOODING. PLEASE DO
NOT DRINK THE WATER FROM YOUR TAPS WITHOUT BOILING IT FIRST.
RESIDENTS OF THE AREA MAY NOW RETURN TO THEIR

HOMES.

### TORNADO

# TORNADO WATCH

1. A TORNADO WATCH HAS BEEN INITIATED BY THE NATIONAL WEATHER SERVICE. CONDITIONS ARE RIGHT FOR TORNADOS TO DEVELOP. BE AWARE OF THE DANGER, STAY TUNED TO THIS CHANNEL, OR LISTEN TO YOUR LOCAL RADIO FOR FURTHER INFORMATION.

# TORNADO WARNING

2. A TORNADO HAS BEEN SIGHTED AT \_\_\_\_\_\_\_ AND IS DANGEROUS. IF YOU LIVE IN THAT AREA, TAKE COVER IMMEDIATELY. LISTEN TO YOUR BATTERY-OPERATED RADIO FOR INSTRUCTIONS. A SAFE PLACE WOULD BE IN YOUR BASEMENT, UNDER A WORK BENCH OR SIMILAR HEAVY PIECE OF FURNITURE. IF YOU HAVE NO BASEMENT, GO TO A ROOM, SUCH AS A CLOSET OR BATHROOM, IN THE CENTER OF YOUR HOUSE, AWAY FROM WINDOWS AND WAIT OUT THE STORM. PLEASE STAY IN YOUR SAFE AREA UNTIL THE "ALL CLEAR" IS GIVEN.

# WILDLAND FIRE

1. A WILDLAND FIRE HAS BEEN LOCATED AT IT IS
BURNING TOWARD THE WINDS IN THE AREA ARE OUT OF
AT MILES PER HOUR. RESIDENTS OF THE
AREA SHOULD GATHER THEIR FAMILY MEMBERS AND PREPARE
TO EVACUATE ON SHORT NOTICE.
2. A WILDLAND FIRE IS ENDANGERING THEAREA.
RESIDENTS SHOULD EVACUATE THEIR HOMES NOW. THE SHELTER
REGISTRATION POINT IS LOCATED AT RESIDENTS OF
THE AREA SHOULD LEAVE THEIR HOMES NOW AND REPORT TO
THE SHELTER REGISTRATION POINT AT
PLEASE CHECK INTO THE SHELTER REGISTRATION POINT SO FIRE FIGHTERS
WILL KNOW YOU ARE SAFE. POST A NOTICE ON YOUR FRONT DOOR THAT YOU
HAVE LEFT.
3. THE WILDLAND FIRE WHICH ENDANGERED THE
AREA HAS BEEN CONTAINED. RESIDENTS MAY NOW BEGIN TO
RETURN TO THEIR HOMES.

# HAZARDOUS MATERIALS/CHEMICALS (TWO OPTIONS)

1. EVACUATION: A HAZARDOUS MATERIAL RELEASE/ACCIDENT HAS
OCCURRED AT THE CHEMICAL HAS BEEN IDENTIFIED AS
/HAS NOT BEEN IDENTIFIED. PLEASE TAKI
THE FOLLOWING PRECAUTIONS IF YOU ARE IN THE DANGER ZONE DEFINED AS
<b>:</b>
a. IMMEDIATELY EVACUATE OUT OF THE DANGER ZONE.
EVACUATE.
b. REPORT INTO A RED CROSS SHELTER AT
PLEASE CHECK IN AT THIS SHELTER REGISTRATION POINT, EVEN IF YOU DO
NOT NEED SHELTER, SO EMERGENCY PERSONNEL WILL KNOW YOU ARE SAFE.
c. STAY TUNED TO RADIO OR TV FOR FURTHER INSTRUCTIONS OR FOR
AN ALL CLEAR SIGNAL.
2. SHELTER IN PLACE: A HAZARDOUS MATERIAL RELEASE/ACCIDENT
HAS OCCURRED AT THE CHEMICAL HAS BEEN
IDENTIFIED AS/ HAS NOT BEEN IDENTIFIED. PLEASE TAKI
THE FOLLOWING PRECAUTIONS IF YOU ARE IN THE DANGER ZONE DEFINED AS
<b>:</b>
a. IF YOU'RE INSIDE A HOME OR BUSINESS, STAY INSIDE. IF NOT
SEEK SHELTER IMMEDIATELY. SHELTER IN PLACE.

- b. ONCE INSIDE, CLOSE ALL WINDOWS AND DOORS.
- c. TURN ON RADIO OR TELEVISION FOR INSTRUCTIONS.

- d. TURN OFF ALL HEATING, VENTILATION, AND AIR CONDITIONING EQUIPMENT.
- e. (IF APPLICABLE) PUT OUT FIREPLACE FIRES WITH WATER AND CLOSE THE DAMPER.
- f. HAVE A DAMP, FOLDED CLOTH HANDY IN CASE YOU'RE TOLD TO COVER YOUR MOUTH & NOSE TO PREVENT BREATHING IN HAZARDOUS MATERIALS.

# EARTH QUAKE

1. AN EARTH QUAKE HAS JUST OCCURRED AT
AFTER SHOCKS ARE COMMON FOLLOWING SUCH AN EVENT. REMAIN INDOORS,
UNDER A HEAVY PIECE OF FURNITURE, LIKE A TABLE, UNTIL AFTER THE
SHAKING HAS STOPPED. MOST INJURIES HAPPEN AT THE DOORWAY FROM
EXTERIOR PARTS OF THE BUILDING FALLING DOWN. BE ALERT FOR THE
SMELL OF NATURAL GAS. IF THE SMELL IS PRESENT, LEAVE THE BUILDING
NOW, LOOKING UP AS YOU EXIT THE DOOR TO AVOID FALLING OBJECTS.
LISTEN TO YOUR BATTERY POWERED RADIO FOR FURTHER INSTRUCTIONS, OF
STAY TUNED TO THIS CHANNEL IF YOU ARE SAFE INSIDE THE BUILDING
WHERE YOU ARE.

2. A	N EARTH QUAKE	HAS OCCURRI	ED AT		·
SHELTERS AR	RE BEING ESTAB	LISHED AT		IF	YOU HAVE
HAD TO LEAV	E YOUR BUILDI	NG, PLEASE R	EPORT TO ONE	OF THESE	SHELTERS.
THIS WILL A	ASSIST RESCUE	TEAMS TO AC	COUNT FOR P	PEOPLE IN	THE AREA.
PLEASE REPO	ORT TO A SHELT	ER EVEN IF Y	OU PLAN TO S	TAY WITH F	RIENDS TO
ALLOW RESCU	JERS TO COMPLE	TE THEIR HE	AD COUNT.		

# BLIZZARD

1. THE NATIONAL WEATHER SERVICE HAS WARNED THAT CONDITIONS
ARE RIGHT FOR A BLIZZARD IN THE AREA.
RESIDENTS OF THAT AREA SHOULD LIMIT TRAVEL TO ESSENTIAL TRIPS ONLY.
STAY TUNED FOR UPDATED INFORMATION.
2. A BLIZZARD IS IN PROGRESS IN THE AREA.
TRAVEL IS NOT RECOMMENDED UNTIL THE HIGH WINDS SUBSIDE AND ROADS
CAN BE CLEARED. WIND VELOCITIES OF MILES PER HOUR WILL
CAUSE BLOWING SNOW, BUT ALSO A WIND CHILL FACTOR OF THIS
IS A POTENTIALLY DANGEROUS STORM IN THE AREA.
3. THE BLIZZARD HAS SUBSIDED. PLOWS ARE AT WORK CLEARING
HIGHWAYS AND COUNTY ROADS. HOLD OFF TRAVEL UNTIL ROADS HAVE BEEN
CLEARED.

### APPENDIX D-2 STANDBY EPI MATERIALS FOR THREAT OF NUCLEAR ATTACK

### A. PURPOSE

This Appendix includes EPI instructions for dissemination during a crisis, and for urgent broadcast upon Attack Warning, concerning the need (1) to put shelterees in the maximum protective facilities for radioactive fallout and blast; and (2) to take fire prevention and control actions. These actions are essential whether people are sheltered in home basements or in public shelters. All media and communities will disseminate this material both during a crisis and upon receipt of Attack Warning. Appendix D-3 also references the camera-ready shelter plan and other standby materials that have been developed to inform the public about the nuclear attack hazard.

# B. EMERGENCY PUBLIC INFORMATION INSTRUCTIONS ON SHELTER PROTECTIVE POSTURE AND FIRE PREVENTION AND CONTROL

These materials will be (1) disseminated by all available news media during a period of international crisis; and (2) via EAS stations upon receipt of Attack Warning.

- 1. HOME SHELTER. People who plan to seek protection in their own homes should take the following actions:
  - a. Improve the fallout protection of the home if it has a basement. If there is no basement, consider construction of an expedient shelter. Note that an expedient shelter can provide good blast as well as fallout protection, possibly permitting survival within two miles or less of a nuclear burst.
  - b. Gather supplies that would be needed for up to two weeks survival if sheltered in the home (food, water, medicines, bedding, clothes, sanitation container, battery-powered radio, etc.).
  - c. To prevent fires caused by nuclear weapon explosions:
    - 1. Cover windows with aluminum foil, whitewash, or some other opaque substance, if available, and close window blinds, drapes, or shades. This will help to prevent ignition of interior furnishings by the heat flash of the weapon.
    - 2. Fill tubs or other containers with water for

use as auxiliary water supply and self-help firefighting.

- d. If Attack Warning is received, people in risk areas (Billings/Laurel area of Yellowstone County) who take shelter in their homes:
  - 1. Take shelter sitting or lying down in the corner of the basement that is farthest below ground. This provides the best fallout protection, and also the best protection against blast. (Do not stay in the middle of the basement.)
  - 2. If there is no basement, take shelter by lying down in the middle of the house, surrounded on all sides and overhead by furniture (and boxes or dresser drawers filled with earth), to provide some protection against low level blast and fallout radiation. Line the protected area with mattresses and blankets.
- e. If a nuclear weapon explodes and affects the house:
  - 1. Immediately go through the house and check for small fires (or ignitions) caused by the explosion (burning drapes, smoldering upholstery, etc.). Stamp out burning drapes, throw smoldering furniture out the windows, etc. You could have 10 or 20 minutes in which to extinguish ignitions -- before these could grow into a fire that might destroy the house. Fallout (from the weapon that caused the ignitions) would not arrive until about 15-20 minutes after the explosion.
  - 2. After checking for ignitions and extinguishing any found, return to the best fallout protected part of the house. Listen for information on the radio concerning the degree of fallout hazard in the area. If the fallout level is high, people may have to stay in sheltered areas for one to two weeks. Also, instructions may be given over the radio on where to go after leaving shelter. In areas that receive heavy fallout, it may be necessary for people to move 20-40 miles away, after leaving shelter, to an area that has much less fallout.

- 3. If the house received severe damage, it may have been partly collapsed into the middle of the basement, or even blown away -- yet most people in basements might have survived. Survivors in basements would need to improve fallout protection -- by adding as much overhead protection as possible, in the corner of the basement, using planks and other materials from the partly destroyed house.
- 2. PUBLIC SHELTER. People who plan to seek protection in larger buildings (that is, in public shelters) should take the following actions:
  - a. Gather supplies that would be needed for up to two weeks survival in the public shelter (food, water, medicines, bedding, clothes, battery powered radio, etc.).
  - b. Since there would be no assigned Shelter Manager, survival of people in the shelter could depend on someone taking charge and acting as Shelter Manager -- including taking the immediate actions outlined below.
  - c. In risk areas (Billings/Laurel area) it would be critically important for acting Shelter Managers to take the following actions as soon as possible after Attack Warning and arrival of people in the shelter:
    - 1. For fire prevention, people should be sent immediately to each floor of the building to close all window blinds or curtains.
    - 2. Put all shelter occupants in the best blast protection posture immediately; sitting back-to-back about two feet from outer walls of basement, or near columns -- not beneath unsupported parts of basement ceilings. Where necessary to occupy upper floors, shelterees should lie down in the central part of the building, out of line of flying glass and debris, and hold onto each other.
    - 3. If the building is affected by a nuclear explosion, immediately send people to each floor of the building to check for ignitions

caused by the explosion (burning drapes, smoldering upholstery, etc.). Stamp out burning drapes, throw smoldering furniture out the window, etc. People could have 10-20 minutes in which to extinguish ignitions -- before these could grow into a fire that might destroy the building. Fallout (from the weapon that caused the ignitions) would not arrive until about 15 - 20 minutes after the explosion.

- 4. After checking for ignitions and extinguishing any found, return to the best fallout protected part of the building.
- d. In both high risk (Billings/Laurel area) and low risk areas (rural Yellowstone County area), it would be urgent for acting Shelter Managers to take the following actions:
  - 1. Place shelter occupants in maximum fallout protection posture promptly upon arrival: In high risk areas, this will result to a large degree from placing shelterees in the blast protection posture outlined above. In low risk areas, acting Shelter Managers should place as many people as possible in basements; where it is necessary to occupy upper floors, shelterees should be placed in central part of buildings, avoiding areas with windows.
  - 2. Should an attack occur and fallout deposited in the locality, acting Shelter Managers should take action to identify locations within shelters providing the best fallout protection, by use of radiological monitoring instruments, if available. acting Shelter Manager should look for a set civil defense radiological monitoring If a set is located, it should instruments. instructions, "How to Use include Radiological Instruments to Find the Best Shelter and to Minimize Your Exposure to Radiation".
  - 3. If instruments are not available, the acting Shelter Manager should still try to locate the best protected areas possible for the shelterees. The best protected areas are

generally below ground areas first and the central core areas of larger buildings second (except for the top couple of floors and the first or second floors up from ground level).

- 4. Acting Shelter Mangers should assure maximum use of best protected space. This may involve crowding shelterees in best protected areas. Depending upon the weather, this may result in high heat and humidity developing, which can in turn result in dangerous heat exhaustion. If heat and humidity problems develop, acting Shelter Mangers must move some shelterees to less protected parts of the shelter, if possible rotating shelter occupants to and from such areas.
- 5. The acting Shelter Manager should assure that some of the shelter occupants listen for information on the radio concerning the fallout hazard in the area. If the fallout level is high, people may have to stay in shelter for one or up to two weeks. Also, instructions may be given over the radio on where to go after leaving shelter -- possibly to an area 20-40 miles away, that received less fallout. The acting Shelter Manager should organize this movement.

# ANNEX E LAW ENFORCEMENT

#### A. PURPOSE

To maintain law and order throughout Yellowstone County in times of emergency/disaster utilizing all available law enforcement resources.

### B. SITUATION AND ASSUMPTIONS

1. SITUATION. Emergencies are of a wide variety but all have in common potential danger for life and property, confusion, disruption of normal living, and potential for human confrontation. Law enforcement is the visible representation of authority, safety, and guidance in an emergency.

Since emergencies are varied, the response must be varied in considering the need, potential for danger, possibility of evacuation, need for medial assistance, need for maintaining peace and order, as well as initial communication and on-going cooperation with other responders to the emergency. Further, when the emergency is over, law enforcement has the responsibility for continued protection of life and property and keeping of order.

### 2. ASSUMPTIONS.

- a. The Sheriff's Office personnel and allied law enforcement agencies, primarily the Billings Police, have sufficient training in disaster and emergency response to deal with most any situation.
- b. The Sheriff's Office and Billings Police have a cooperation plan developed to request and receive emergency assistance each from the other.
- c. The Sheriff's Office responds to the emergency or disaster in the area of the county where primary law enforcement responsibility is established and, at the request of city law enforcement agencies, responds to assist within incorporated cities who have their own law enforcement organizations.

d. The Sheriff's Office has personnel on duty to deal with initial response. In the event the emergency or disaster demands additional personnel, off duty and reserve personnel are called as outlined in office policy and procedure.

# C. CONCEPT OF OPERATIONS

1. GENERAL. Understanding the statutory responsibility of law enforcement and the need for emergency response and coordination of response efforts, law enforcement will take immediate and necessary measures.

Quick assessment of the danger and/or potential for danger will be used to determine the amount and resource for initial response. Continuing assessment of the situation will be used to determine the need for additional emergency response units.

The Sheriff has law enforcement jurisdiction within the border of the county and is a state peace officer. Law enforcement agencies within incorporated city boundaries and in adjoining counties are the responsible authority in their respective jurisdictions.

2. DIRECTION AND CONTROL. Notification to government of an emergency/disaster will probably be received through law enforcement or secondarily to law enforcement from fire or other emergency response units. Law enforcement is the first to arrive on the scene in most cases and has a responsibility of making quick assessment of the disaster, need for further response, determining the extent of response in potential for long term emergency operations. Depending on the disaster, i.e.; hazardous material, fire, explosion, weather related, terrorism, nuclear, etc.; law enforcement must determine whether existing on duty personnel will be able to handle the situation or if off-duty and reserve personnel need to be summoned.

The initial responding law enforcement unit is in command until relieved by a superior officer or agency with primary responsibility as outlined in office policy and procedure. (Succession of command is outlined in office policy and procedures.) The officer/deputy in charge is acting as the Sheriff until that authority is assumed by the Sheriff at the scene or by other designated officers

in the chain of command. The officer/deputy in charge will direct further response, make assessment of the situation, and initiate an Incident Command post. Additional law enforcement officers from the Sheriff's Office, Montana Highway Patrol, local city police, FBI or from other counties may be requested depending on the need, totality of the circumstance, and availability of personnel. Request for assistance from other agencies outside the Sheriff's Office jurisdictional boundaries will be made by the Sheriff, or the County Commissioners through mutual aid as outlined in the Montana Codes Annotated.

### D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. The Yellowstone County Sheriff is an elected officer of county government with the responsibility to provide law enforcement services to the public. The Cities of Billings and Laurel have separate police departments and appointed police chiefs.

Initial response can be activated through the city/county communication system. The system will, by policy and procedure, have control of and determine the need and agency to respond to an emergency/disaster (fire, EMS, law enforcement, DES, etc.).

2. RESPONSIBILITIES. Law Enforcement maintains law and order to save life and protect property the environment.

In major emergencies the responding agency with the authority/responsibility over the emergency/disaster will assume Incident Command. Other responding emergency units will coordinate and cooperate with the Incident Commander. The Sheriff or Undersheriff and Police Chief(s) will coordinate their efforts in the EOC, once activated.

Depending on the emergency/disaster and the extent of response, law enforcement will be responsible for:

- a. maintaining law and order,
- b. traffic control, in and out of hazard area,
- c. control of restricted areas as identified by EOC or IC,
- d. protection of vital facilities as identified by EOC,

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- e. alerting and warning support via mobile sirens,
- f. radiological monitoring and decontamination support,
- g. liaison and coordination with other law enforcement agencies,
- h. evacuation of citizens from hazard areas,
- maintaining custody and control of prisoners in the Detention Facility as well as potential evacuation,
- j. aerial rescue support,
- k. medical rescue support.

### E. ADMINISTRATION AND LOGISTICS

Law enforcement is a vital and integral part in emergency operations and, therefore, must have representation in the EOC through the Sheriff and/or respective city police chiefs\*. Small scale incidents can be directly managed from the EOC using the radio units installed. Supplies and equipment to provide law enforcement functions is the responsibility of the agency (just as it is in day-to-day operations). Any peculiar resource or additional resources required will be provided through the EOC. All such requests will be well documented to support any financial reimbursement. Any EOC supplies unique to law enforcement should be provided by the respective agency in the EOC.

Up-to-date training of staff is essential to maintain knowledge and effectiveness. Disaster and emergency training will be integrated into the training of the Sheriff's Office and police departments.

\*NOTE: Laurel Police may set up separate EOC operations at Laurel and coordinate with the Billings/Yellowstone County EOC.

### F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex will be maintained by the Yellowstone County Sheriff's Office in coordination with the Billings and Laurel Police Departments.

# ANNEX F FIRE AND RESCUE SERVICES

#### A. PURPOSE

The purpose of the fire service is to utilize all necessary available resources to protect life and property from fire and other emergencies.

### B. SITUATION AND ASSUMPTIONS

- 1. The Billings Fire Department and rural fire departments manage emergency fire operations with the Incident Command System (ICS) and or National Incident Management System (NIMS).
- 2. Large scale and/or multiple fire incidents (city and/or county) are supported through the Emergency Operations Center (EOC).
- 3. The City of Laurel Fire Department will conduct their own fire operations in coordination with the EOC.

### C. CONCEPT OF OPERATIONS

- 1. Using ICS and, if needed, the EOC, local fire personnel and city/county officials will establish a system to integrate fire and rescue resources from other districts that may respond.
- 2. Fire and rescue personnel will be deployed to the location of greatest need. Rescue of the injured and threatened can take place while a public warning is disseminated. All emergency support services will be alerted to dangers associated with any hazardous materials in the fire during emergency operations.
- 3. The IC and the EOC will receive continuous updates of risks from sector commanders.
- 4. Those provided public shelter shall receive continued protection from fire and hazardous materials, with a sufficient number of people at each shelter designated as fire/emergency control personnel.
- 5. Search operations will begin with fire personnel supported by local search and rescue operations of law enforcement. Only those entities and personnel qualified with the appropriate training and personal protective

equipment should be allowed to conduct search operations in collapsed buildings, burning buildings or haz mat situations, etc.

# D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- 1. ORGANIZATION. The jurisdiction's fire department, organized using the ICS, is in charge of all fires within their jurisdictions. Initial response will be activated by the respective dispatch center, and the IC can call for mutual aid from neighboring fire departments.
- 2. RESPONSIBILITIES. The primary responsibility of the fire service is the rescue of victims and the suppression of fire. The Fire Chief or designee will staff the EOC in major disasters. The Billings Fire Department also maintains a HAZMAT Team for response to incidents in Yellowstone County and Eastern Montana.

### E. ADMINISTRATION AND LOGISTICS

- 1. Administration and logistics will be controlled by the Incident Commander (IC), his logistics officer or in larger incidents, passed on to EOC.
- 2. The Billings Fire Department Interaction Chart indicates mutual aid partners and other agencies available for emergency response.
- 3. Any EOC administrative needs will be provided by the respective fire departments if the material is unique to the fire service. Other general materials for the EOC will be provided by YCDES. Records will be kept to support possible city, county, state, or federal disaster declarations.

### F. PLAN DEVELOPMENT AND MAINTENANCE

The Billings Fire Department with support from the Laurel Fire Department, the County Rural Fire Chief, and rural fire departments will maintain this Annex and develop appropriate procedures and SOP's to implement this Annex.

**APPENDIX F-1 RURAL FIRE POLICY AND PROCEDURES.** (See separate document.)

# ANNEX G MEDICAL AND PUBLIC HEALTH SERVICES

#### A. PURPOSE

This Annex provides for the coordinated planning, organization, staffing, and training to address public health and medical problems in Yellowstone County in the event of an emergency.

### B. SITUATION AND ASSUMPTION

### 1. SITUATION.

- a. Non-Evacuation. In the event of an emergency situation not involving evacuation, the local Health Officer (and/or designee) shall supervise environmental health protection including the safeness of water, food supplies, and housing facilities; the control of communicable diseases; the coordination of procedures for mass burial; and the proper disposal of sewage and solid waste in the affected area.
- b. Evacuation. In the event of an emergency situation involving evacuation, the local Health Officer (and/or designee) shall supervise the safety and maintenance of water and food supplies and distribution, temporary shelters and sanitation facilities, the control of communicable diseases, the coordination of procedures for mass burial, and the proper disposal of sewage and solid waste.
- c. The Billings medical community, with Deaconess Billings Clinic (DBC) and St. Vincent Health Care (SVH), provides region-wide health care service to eastern Montana and northern Wyoming, thereby expanding the medical boundaries beyond Yellowstone County borders.
- 2. ASSUMPTIONS. The local Health Officer (and/or designee), in coordinated effort with community experts(UHC Unified Health Command), shall determine the nature of the threat to the public health of the people of Yellowstone County, including the safety and availability of water and food supplies, housing and sanitation.

### C. CONCEPT OF OPERATIONS

Health and medical problems involved may range from minor to enormous depending on the dimensions or characteristics of the hazard and the evacuation. Problems may occur as follows:

- 1. Water. Adequate and safe supplies, storage and distribution.
- 2. Food. Adequate and safe supplies, storage and distribution.
- 3. Shelter. Adequate, safe, and sanitary housing facilities.
- 4. Solid waste. Adequate, safe, and proper disposal of solid waste; lack of control of insects, rodents, and animals as a result of inadequate solid waste disposal.
- 5. Sewage disposal. Adequate, safe, and proper disposal of human wastes.
- 6. Public health. Mass immunizations and control of communicable diseases.
- 7. Burial of the dead. Identification, record keeping, and burial in the event of large scale mortality.

# D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- 1. ORGANIZATION. Jurisdiction and organizational relationships in public health operations are determined by the local Health Officer. Health and medical operations are divided between public health/environmental health services and the private hospitals through the Unified Health Command (UHC).
- 2. RESPONSIBILITIES. The local Health Officer shall be responsible for the supervision and/or assignment of public health activities in the community in the event of an emergency in coordination with the following agencies or resources:

# Problem Coordination

Water City of Billings Public Utilities Department, local community water systems, MTDEQ Water Quality Bureau, U.S. Public Health Service, private water laboratories, private water haulers.

Food Local Health Department (Environmental Health Dept.), MTDEQ Food and Consumer Safety Bureau, U.S. Public Health Service, private food warehouses and retailers, community food service businesses, City of Billings Sanitation Department.

Shelter American Red Cross, local Health Dept.), (Environmental Health Dept.), MTDEQ Food and Consumer Bureau, U.S. Public Health Service, community public accommodation businesses.

Solid City of Billings Sanitation
Waste Department, Local Health Department
(Environmental Health Dept.), MTDEQ Solid
Waste Bureau, U.S. Public Health Service,
private sanitation businesses.

Sewage City of Billings Public Utilities Department,
Disposal local Health Department (Environmental Health
Dept.), MTDEQ Food and Consumer Safety Bureau,
U.S. Public Health Service, private
contractors, private sanitation businesses.

Public American Red Cross, local Health Department,
Health MTDEQ, community hospitals and clinics,
medical professionals, U.S. Public Health
Service, private drug and medical supply
businesses.

Burial County Coroner, State Medical Examiner, of the County of the Registrar, community mortuaries and morgues, City of Billings Cemetery Division, private cemeteries.

# E. ADMINISTRATION AND LOGISTICS

- 1. Administration and logistics for public health operations will be controlled by the local Health Officer.
- 2. Normal public health and medical practices and procedures will be continued under emergency conditions to the extent practicable.
- 3. During emergency operations, every effort will be made to document each transaction sufficiently so that complete public health and medical records can be reconstructed and that deaths and claims can be properly verified after

the emergency.

4. To the extent consistent with law, no administrative process will be permitted to interfere with medical and public health operations essential to preventing injury, loss of life, and significant property damage.

### F. AUTHORITIES AND REFERENCES

- MCA 50-2-116 Powers and duties of local boards.
- MCA 50-2-118 Powers and duties of local Health Officers.
- MCA 50-6-103 Powers of Department of Public Health and Human Services.
- MCA 50-15-403 Preparation and filing of death or fetal death certificate.
- MCA 50-15-404 Preparation of certificate when death not medically attended.
- MCA 50-15-405 Authorization for Removal of Body from Place of Death.
- MCA 50-50 Food establishments.
- MCA 50-51 Public accommodations, hotels, motels, and rooming houses.
- MCA 50-52 Tourist campgrounds and trailer courts (including work camps).

Yellowstone County Rules and Regulations:

- Rule 1: Control of nuisances affecting public health.
- Rule 3: Subsurface sewage systems.
- Rule 4: On-site collection for solid waste.

# APPENDIX G-1 DISASTER MEDICAL HEALTH PLAN (Separate document.)

# ANNEX H EMERGENCY MEDICAL SERVICES (EMS)

#### A. PURPOSE

To aid, comfort, and provide medical treatment for the sick and injured in time of disaster.

### B. SITUATION AND ASSUMPTIONS

### 1. SITUATION

Yellowstone County has many EMS providers (ambulances, hospitals, clinics) that have various levels of mass casualty emergency training. YCDES, in cooperation with these EMS providers and the Yellowstone county LEPC, has coordinated and staged disaster drills annually to keep the EMS providers proficient in mass casualty disaster response.

### 2. ASSUMPTIONS

- a. The potential exists in Yellowstone County for a disaster generating multiple casualties that could overwhelm the day-to-day capabilities of the EMS providers.
- b. EMS providers will use local and state sanctioned triage procedures to sort mass casualties by nature and severity of injury.
- c. Search, rescue, and extrication of victims will be a coordination effort of law enforcement, fire service, and EMS responders.

### C. CONCEPT OF OPERATIONS

EMS operations in mass casualty disasters are divided into the following functional areas:

1. ASSESSMENT. The first on-scene EMS provider must assess the situation as to number and type of injuries, type of structure(s) and/or vehicle(s) involved, number EMS providers on-scene, command set-up, additional EMS resources anticipated. Based on this assessment, additional EMS equipment and personnel are requested through the IC, and local hospitals are advised as to nature and scope of incident and anticipated number of patients and types of injuries.

- 2. EXTRICATION. EMS command (on-scene medical person taking charge) needs to evaluate the resources needed for the extrication of trapped patients and their removal to a designated triage area. A decision will need to be made as to a treatment site (on-scene, nearby, etc.) and assure that the site is safe to initiate extrication and treatment. A situational report needs to be given to the IC as to progress of extrication (number of patients extricated) and delivered to the triage area.
- 3. TRIAGE. This function is to ensure the following:
  - a. The sorting of patients to establish priorities for extrication, treatment, and transportation (although triage during extrication may be difficult and sometimes impossible to accomplish).
  - b. All patients are triaged and tagged with appropriate tag indicating priority of treatment and transport.
  - c. Patients and patient care is transferred to appropriate treatment areas.
  - d. Communication and coordination with treatment, extrication, and fatality areas.
  - e. Coordination of all EMS providers assigned to triage and provide liaison with EMS operation chief and/or the IC.
- 4. TREATMENT. This function is responsible for on-scene appropriate emergency treatment of patients. (Depending on nature of incident, number of injured, proximity to hospitals; this function may be curtailed or limited in scope.) Other responsibilities would be:
  - a. Establishing priorities for treatment.
  - b. Receiving, treating, and transferring patients from triage to transportation.
  - c. Communicating with transportation to ensure coordinated patient loading.
  - d. Coordinating with all EMS providers assigned to treatment and provide liaison with EMS operations chief and/or the IC.

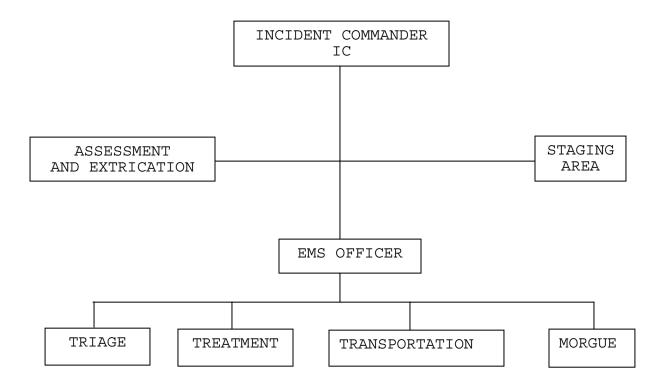
- 5. TRANSPORTATION. This function is responsible for transport of patients requiring medical treatment from the incident scene to the hospital and for:
  - a. Establishing patient loading area and communicating with all EMS providers.
  - b. Arranging the appropriate transport vehicles; BLS, ALS, aircraft.
  - c. Maintaining a log of vehicle and patient destination and assigning patients to be transported to each facility.
  - d. Coordinating patient allocation and transportation with treatment and staging.
  - e. Reporting to EMS operations or the IC when last patient has been transported and providing a total count of patients transported to hospitals.
- 6. COMMUNICATIONS. Establish, maintain, and coordinate medical communications at the incident scene between hospitals, medical control, treatment areas, transportation area, and transporting ambulances.
- 7. FATALITY MANAGEMENT AREA. This function is to control access to morgue area and organizes, coordinates, manages, directs morgue functions and ensures the following:
  - a. Establish morgue area remote from triage and treatment areas and not readily available to victims, but accessible to emergency vehicles.
  - b. Access resources needed to manage morgue area.
  - c. Coordinate with law enforcement, coroner, and health and social services.
  - d. Keep identities confidential and maintain records of such to include personal effects, location found, etc.
  - e. Provide security to morgue area. This function is the responsibility of the County Coroner. Reference separate plan entitled "Standard Operating Procedures for Multiple Death Disasters

in Yellowstone County".

- 8. STAGING AREA. This function is responsible for the orderly assembly (in a designated area) and to-the-scene dispatch of vehicles, equipment, and personnel. In more detail this function should.
  - a. Establish a staging area.
  - b. Announce staging area to IC and Communications Center so all responding units will report to staging and not the incident scene.
  - c. Supervise air medical staging in coordination with transportation.
  - d. Update the IC of status of current available units.
  - e. Demobilize when appropriate.

### D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITY

1. ORGANIZATION. The on-scene EMS organization could appear as follows:



The size of the incident will dictate the need for the type of organization. In most incidents, the EMS officer can also be the Triage Officer and treatment may be combined with triage.

2. ASSIGNMENT OF RESPONSIBILITIES. The responsibilities of the above mentioned EMS personnel are outlined in the Concept of Operations. Other personnel who could be involved with EMS would be the "Critical Incident Stress Debriefers" for psychological support, the American Red Cross and the United Way Volunteer Center for volunteer medical personnel.

### F. ADMINISTRATION AND LOGISTICS

- 1. An EMS advisor is allocated space in the EOC. This position can also be filled by the County Health Officer or Hospital representative in lieu of an EMS advisor. Any particular health or EMS administrative needs are provided by the City/County Health Department. Other general administrative needs are provided by YCDES.
- 2. Normal EMS practices and procedures to provide medical care and preserve human life will be continued under emergency conditions to every extent practicable.

### G. REFERENCE

"DISASTER MEDICAL HEALTH PLAN" UNDER ANNEX G.

# ANNEX I PUBLIC WORKS AND ENGINEERING SERVICES

### A. PURPOSE

To provide, maintain, and restore street, road, and utility service through construction, reconstruction, debris removal, repair, or whatever other means may be necessary.

### B. SITUATION AND ASSUMPTIONS

#### 1. SITUATION

- a. Yellowstone County has many miles of streets, roads, and highways, and many vital facilities and utilities that are vulnerable to damage from disaster; and such damage would threaten life and property and have a severe economic impact until such services are restored.
- b. Yellowstone County and the private sector have many resources, including heavy construction equipment, that could be used to recover from a disaster.
- c. If mass fatalities exist, emergency mass burial grave sites will need to be excavated to prevent the spread of communicable disease.

# 2. ASSUMPTIONS

- a. The resources of city and county government would be available in most disaster situations for debris removal, reconstruction, hazmat neutralization, etc.
- b. Private sector heavy equipment resources would be available to augment city and county resources on a contract basis.
- c. State and Federal resources may be available after the response phase of the disaster and if a formal disaster declaration is approved.
- d. The general public will demand that the streets, roads, highways, and utility services be restored in a timely manner.
- e. The resources of neighboring counties may be available by mutual aid if the disaster is limited to Yellowstone County.

# C. CONCEPT OF OPERATIONS

The major responsibility of the Public Works Annex will be during the response and recovery phase of a disaster. In the response phase, the primary emphasis will be on protecting life and property (e.g. diking and rip-rapping a flooded creek to prevent bridge or road washout or homes from being flooded). Applicable city and county resources will be directed by the IC and/or EOC to the areas most damaged or most threatening to life and property. Public property will have a higher priority in response and restoration than private property.

Day-to-day projects using city and county resources may need to be halted to make those resources available to the EOC to manage the disaster. Private sector resources may be utilized when government resources are not available and/or when it is most beneficial or cost effective. When life is at risk, any available resource should be used.

During the recovery phase, the emphasis is placed on restoring services to as near normal as possible. This may involve temporary structures, roads, etc. to allow access to property until a more permanent structure, road, etc., can be designed and constructed. Restoration of major private facilities and utilities will be managed by the individual private company with the YCDES office (authorized agent) monitoring the projects for state and/or federal reimbursement.

The Army Corps of Engineers may provide direct funding for flood control projects before, during, and after floods. More specifically, this assistance is provided as follows:

- a. Immediately before the flood season for temporary control measures. Preflood assistance requires a projection of serious conditions with a potential for substantial loss of property.
- b. During the flood, for temporary control measures.
- c. After the flood, for new permanent control measures and repair of those damaged by the flood.

Assistance from the Army Corps of Engineers is requested by YCDES through the State Disaster and Emergency Services Office and requires the following prerequisites:

a. An Emergency Proclamation of Disaster Declaration

by the County Commissioners or the Chief Executive:

- b. Maximum use or commitment of local emergency levies; and
- c. A favorable cost/benefit assessment for the use of federal funds.

# D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- 1. ORGANIZATION. Depending on the size and location of the disaster requiring public works, the city and/or county forces could be involved. Jurisdictional boundaries will dictate the city or county service and mutual aid will be requested when needed. The City Public Works Director(s) and/or the County Road and Bridge Director will direct and coordinate repair and restoration work. Their present organization and chain of command will continue during the response and recovery phases and private resources will be responsible to the requesting government.
- 2. ASSIGNMENT OF RESPONSIBILITIES. This Annex is responsible for (but not limited to) the following activities:
  - a. Setting up emergency barricades, signs, etc., to prevent further damage, protect the site or prevent harm to people. In situations where congregate care shelters or fallout shelters are required to house evacuees, shelter signs will need to be installed or affixed to the building for identification.
  - b. Analyzing and determining restoration costs of the damage to structures, roads, bridges, facilities, etc., and such reported to the EOC.
  - c. The protection of vital facilities such as roads, bridges, air fields, water systems, sewage facilities, telecommunication systems, etc. This protection will be coordinated with law enforcement and could involve barricades, fencing, excavation, diking, etc. For hazmat incidents refer to Hazmat Annex.
  - d. In mass fatality disasters, whereby local mortuaries and cemeteries are overwhelmed, excavation of mass burial sites may be necessary.

Such sites will be coordinated and directed by the public health officer.

- e. Clearing debris and disposing of any refuse. This is normally the first activity started during the recovery phase. Streets and property littered with disaster debris will need to be cleared as quickly as possible not only for further rescue operations, but to allow access by residents and businesses.
- f. Provide temporary water and sanitation services. Water tankers for potable drinking water may need to be set up throughout the disaster site and/or shelter site to provide water to the survivors. Private haulers may supplement city and county resources. Portable toilets and/or latrine trenches may also be necessary.
- g. Demolish hazardous structures if structures are unsafe as determined by the building inspectors.

#### E. ADMINISTRATION AND LOGISTICS

The City Public Works Director(s) and/or County Road and Bridge Director are assigned space in the EOC and are expected to direct and coordinate repair and restoration operations from there. Any administrative supplies will be provided by YCDES. Liaison can be maintained with respective offices and field personnel as needed. Close coordination is necessary with the resource manager (YCDES) when requiring additional resources. (See separate Resource Manual.)

Payroll and equipment cost accounting needs to be strongly emphasized and needs to be extremely accurate to support force-account records for future reimbursement if a disaster is formally declared. Normal departmental policies, procedures, and practices will be continued to the extent practicable.

No administrative process or logistical procedure is permitted to interfere with operations essential to preventing injury, loss of life, or significant property damage.

# F. PLAN DEVELOPMENT AND MAINTENANCE

The Annex is developed and maintained by the Billings Public Works Director, County Road and Bridge Director, and Laurel Public Works Director with coordination and assistance by YCDES.

# ANNEX J PUBLIC UTILITIES

#### A. PURPOSE

1. To provide, maintain, repair underground and above ground utilities (i.e. water and sewer pipelines, sewer lift stations, reservoirs, and pump stations), water treatment and wastewater treatment plants.

#### B. SITUATIONS

- 1. The majority of public water treatment and distribution is provided by four major public water systems within Yellowstone County. The four systems are:
  - o City of Billings Public Works Department
  - o City of Laurel Public Works Department
  - o Lockwood Water and Sewer District
  - o Billings Height Water District

"Public water supplier(s)" will be used in this Annex to represent public water systems. "Representative" means a representative of the four public water systems.

- 2. Yellowstone County has many miles of underground pipelines and a number of vital above-ground facilities that are vulnerable to damage from a disaster or terrorist acts, and such damage would threaten both life and property, as well as expose the public to health risks.
- 3. A terrorist act using a WMD, a spill from a truck, a train incident or a petroleum pipeline failure could potentially contaminate the County's water supply from the Yellowstone River. Depending on the concentration of the contaminant, the health risks and the location of the spill, one or all three water treatment plants may be required to interrupt production until all traces of the contaminant flows past the plant intake structure. Public notification and testing of the transmission and distribution system may be required to insure the safety of our citizenry.
- 4. A terrorist act that contaminates a water storage reservoir would require isolation of the facility and interruption of water service. The event may require the draining and disinfecting of both the reservoir and underground pipelines that are impacted. Public notification and testing of the distribution system would be required to insure the safety of our citizenry.

5. A natural disaster such as flooding of the Yellowstone river or an earthquake of a magnitude that could have the potential to damage or disrupt the integrity of the water treatment plants and water transmission and distribution system. These events could potentially cause a potable water shortage in the greater Billings area and require alternate means of water allocation or supply. A similar situation could impact the integrity of the City of Billings and City of Laurel wastewater treatment plants and collection systems. This event could potentially efforts to arrest of require contamination Yellowstone watershed.

# C. ASSUMPTIONS

- 1. Resources from other City Departments, County Government, outlying communities and the private sector would be available to supplement the public water suppliers existing resources. Resources to include manpower, heavy equipment (ie: dump trucks, backhoes, loaders, water tankers), and replacement material (ie: pipe, valves, gravel, sand, asphalt).
- 2. The general public would expect a restoration of water and/or wastewater service in a timely manner with current communication as to the status of the emergency and the expected time frame for return of service.
- 3. State and Federal resources may be available after the response phase of the disaster and if a formal disaster declaration is approved.

# D. CONCEPT OF OPERATIONS

- 1. The major responsibility of the Public Utilities Annex will be during the response and recovery phase of a disaster or terrorist act. In the response phase, the primary emphasis will be on protecting life and property (e.g. isolating ruptured or contaminated facilities). Applicable city and county resources will be directed by the IC and/or EOC to the areas most damaged or most threatened to life and property. Public property will have a higher priority in response and restoration than private property. Medical facilities would receive high priority.
- 2. Non-critical and routine work using public water supply resources may need to be adapted to make those resources

available to the EOC to manage the disaster. Private sector resources may be utilized when government resources are not available and/or when it is most beneficial or cost effective. When life is at risk, any available resource should be used.

3. During the recovery phase, the emphasis is placed on restoring services to as near normal as possible. This may involve temporary water service, wastewater collection modifications and alternate means of supplying potable water to impacted areas. The YCDES office in conjunction with Utilities representatives will monitor the costs associated with remediation in order to qualify for State and/or Federal reimbursement.

# E. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- 1. ORGANIZATION. Depending on the degree of the disaster public water supply resources will be utilized along with other City Departments and County forces. Jurisdictional boundaries will dictate the involvement of city or county service and mutual aid will be requested as needed. The designated representatives in conjunction with the EOC will direct and coordinate repair and restoration work. The present organization and chain of command will continue during the response and recovery phases and private resources will be responsible to the responsible authority.
- 2. ASSIGNMENT OF RESPONSIBILITIES: This Annex is responsible for (but not limited to) the following activities:
  - a. Setting up emergency barricades, signs, isolating ruptured facilities, etc., to prevent further damage, protect the property, or prevent harm to people. Analyzing and determining restoration costs of the damage to structures, roads, facilities, etc., and report to the EOC.
  - b. The protection of vital facilities such as water systems, sewage facilities, etc. This protection will be coordinated with law enforcement and could involve barricades, fencing, excavation, diking, etc. For hazmat incidents refer to Hazmat Annex.
  - c. Coordinate with EOC to clear debris and dispose of any refuse that prevents access to ruptured and or damaged above and below ground water and wastewater facilities.

d. Provide temporary water and sanitation services. Water tankers for potable drinking water may need to be set up throughout the disaster site and/or shelter site to provide water to the survivors. Private haulers may supplement city and county resources. Portable toilets and/or shelter site to provide water to the survivors. Private haulers may supplement city and county resources. Portable toilets and/or latrine trenches may also be necessary.

#### F. ADMINISTRATION AND LOGISTICS

Designated public water supply representatives are assigned space in the EOC and are expected to direct and coordinate repair and restoration operations from there. Any administrative supplies will be provided by YCDES. Liaisons can be maintained with respective offices and field personnel as needed. Close coordination is necessary with the resource manager (YCDES) when requiring additional resources. (See separate Resource Manual.)

Representatives from the public water suppliers will coordinate with the YCDES to communicate to the media the status and pertinent updates of the remediation efforts. This will provide for an accurate up to date assessment conveyed by a single source.

Payroll and equipment cost accounting need to be strongly emphasized and need to be extremely accurate to support force-account records for future reimbursement if a disaster is formally declared. Normal departmental policies, procedures, and practices will be continued to the extent practicable.

No administration process or logistical procedure is permitted to interfere with operations essential to preventing injury, loss of life, or significant property damage.

### G. PLAN DEVELOPMENT AND MAINTENANCE

This annex is developed and maintained by the mutual efforts of the public water suppliers, with coordination and assistance by YCDES.

# ANNEX K EVACUATION

#### A. PURPOSE

This Annex provides for the orderly and expeditious evacuation of any part of the population of Yellowstone County to protect people from the effects of the disaster.

# B. SITUATION AND ASSUMPTIONS

1. SITUATION. Evacuating hazardous areas may be the most effective action for protecting people in many disaster or disaster-threat situations (e.g. flooding, range fires, hazmat accidents, nuclear attack, etc.). However, in some hazmat situations, "shelter in place" may be the best option.

#### 2. ASSUMPTIONS.

- a. The nature of the disaster or threat and the possibility of escalation should be deciding factors on whether or not to evacuate.
- b. The Incident Commander has authority to order evacuation in most day-to-day emergencies. However, the ultimate responsibility for evacuation in large scale declared disasters rests with the chief executive of the jurisdiction. (Reference 10-3-401(2) (c) (d), 10-3-403, and 10-3-406 MCA.)
- c. Law enforcement or fire departments are the responsible agencies to implement evacuation.
- d. People who refuse to follow evacuation instructions of public officials will be left alone until all who are willing to leave are evacuated. Then, time permitting, further efforts will be made to persuade the stay-puts to evacuate.

#### C. CONCEPT OF OPERATIONS

1. GENERAL. Evacuation is movement of people from a place of danger to a place of relative safety. Problems involved may range from minor to enormous depending on the dimensions, or characteristics, of the hazard and the evacuation.

Several hazards identified in the "Hazardous Material Response and Evacuation Plan for Billings, Laurel, Broadview, and Yellowstone County" have the potential for necessitating evacuation of substantial numbers people. It is entirely possible to evacuate a large number of people without activating the emergency management organization. An emergency calling for evacuation of only a few people could escalate or be magnified by secondary effects. Depending on the chemicals involved in the accident, evacuation may not be the best alternative. Shelter-in-place may be a better alternative, whereby the residents and businesses are asked to stay in shelter, close windows and doors, and turn off all ventilation equipment.

The decision to activate the emergency organization for purposes of managing an evacuation is generally left to the discretion of the Incident Commander.

This Annex treats evacuation in the generic sense, i.e., it's applicable to any evacuation situation. Special hazard-specific appendices address factors unique to evacuation for particular disaster, i.e., the places of safety, the destinations for evacuees, etc. The potential danger from the environment through which the people must move is a critical matter to be considered, and this, too, varies greatly depending on the hazard.

Jurisdictional interrelationships are a matter of great concern in an evacuation situation. Proper coordination among city and county governments is critical to successful operations and can be accomplished only through carefully planned and executed Direction and Control and EOC coordination.

Coordination with the Transportation Annex is necessary to secure the necessary resources to move people from stricken areas to areas of safety.

Continuity of government (COG) must be maintained in an evacuation situation by relocating government operations, as necessary, to alternate EOC's or to mobile EOC's. Lines of succession to all key positions will be clearly established, and all essential records will be protected from destruction or loss.

#### D. ORGANIZATION AND RESPONSIBILITIES

1. ORGANIZATION. Reference the Emergency Organization Chart

shown as Tab 2 of the Basic Plan.

- 2. RESPONSIBILITIES. In situations involving evacuation of a number of people sufficient to cause mobilization of the emergency management organization, the following assignments will be carried out to the extent permitted by time and circumstances:
  - a. Yellowstone County DES and CEO's.
    - 1. Assemble in the EOC to support evacuation efforts.
    - 2. Obtain full information on evacuation operations initiated by the IC.
    - 3. Obtain information on characteristics of the disaster involved.
    - 4. Coordinate environmental monitoring activities with State Air Quality Office.
    - 5. Obtain meteorological data and other relevant information.
    - 6. Prepare recommendations on the area to be evacuated and continue to monitor the situation and recommend changes as indicated
  - b. Law Enforcement.
    - 1. Participates in the warning process by sweeping assigned areas, reinforcing information provided through mass media.
    - 2. Provides traffic control to facilitate evacuation and return movement.
    - 3. Assists in evacuation of prisoners from local detention facilities as required.
    - 4. Provides security for evacuated area.
    - 5. Assists in evacuation of businesses, residents, etc.
  - c. Fire Department(s)
    - 1. Assist law enforcement in rescue and

evacuation as necessary.

- 2. Suppress fires as necessary to enhance evacuation operations.
- 3. Assist in perimeter determination, entry and exit points.
- d. Public Health and EMS.
  - 1. Provide medical treatment for injured victims.
  - 2. Direct and control cleanup and decontamination.

# e. Public Works

- 1. Provide barricades, signs, etc., to identify evacuation routes, shelters, etc.
- 2. Provide debris removal, excavation, etc., to effectuate evacuation.
- f. American Red Cross/Social Services.
  - 1. Provide shelter, food, and clothing for evacuees.
  - 2. Provide registration and identification of evacuees.

# E. ADMINISTRATION AND LOGISTICS

- 1. Administration and logistics will be coordinated by the YCDES.
- 2. Normal practices and procedures will be continued under emergency conditions to the extent practicable.
- 3. During emergency operations, every effort will be made to document each transaction sufficiently so that complete records can be reconstructed and claims properly verified after the emergency period has passed.
- 4. To the extent consistent with law, no administrative process will be permitted to interfere with operations essential to preventing injury, lost of life, and significant property damage.

# F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex is developed and maintained by YCDES. The county emergency program manager will determine requirements for implementing plans and procedures to support evacuation operations and will provide guidance to officials, public and private, where the need for such plans and procedures exists.

# REFERENCE ANNEX ENTITLED "HAZARDOUS MATERIAL".

# G. REFRENCES

1. Hazardous Material Response and Evacuation Plan (See Annex Q).

# ANNEX L MASS CARE CENTER/SHELTER OPERATIONS

#### A. PURPOSE

This Annex provides for the establishment of mass care/shelter facilities for people who are evacuated from their homes in time of disaster.

# B. SITUATION AND ASSUMPTIONS

- 1. The potential disasters in Yellowstone County may destroy or seriously damage people's homes and the disaster victims need mass care/shelter.
- 2. There is also a threat of war related incidents such as nuclear or bio-chemical attacks, which would require that people be moved to fall-out shelters.

### C. CONCEPT OF OPERATION

1. GENERAL. The nature and extent of the disaster will determine the need for shelters and other mass care facilities. Mass care for disaster victims and workers will provide immediate emergency response to victims and workers with appropriate feeding, shelter, and first aid.

# 2. DIRECTION AND CONTROL.

- a. Shelters for immediate care of victims of floods, fires, storms, etc., will be established and maintained by the American Red Cross.
- b. Fall-out shelters will be operated under direction of YCDES with cooperation from the American Red Cross.
- c. American Red Cross, as a support agency, will work closely with DES in maintaining records and submitting reports on all persons accommodated in the shelters.

# D. ORGANIZATION AND ASSIGNMENT RESPONSIBILITY

1. The American Red Cross will manage the operation of mass shelters and mass feeding to include a place to sleep, food for victims, and workers, a location for disaster health services, and clothing and personal items for disaster victims. Assistance may be provided by the

United Way Volunteer Center and CERT volunteers.

- 2. The Shelter Manager, in coordination with the assistant manager, will set up and run shelters which will include:
  - a. registration of all occupants,
  - b. obtain and check all shelter supplies,
  - c. display identifying signs,
  - d. mass feeding,
  - e. individual assistance and counseling,
  - f. emergency first aid services,
  - g. sleeping arrangements,
  - h. recreation services,
  - i. records and reports,
  - j. closing the shelter.
- 3. The Billeting (Housing) Officer will be in charge of all sleeping arrangements.
- 4. The Volunteer Coordinator will train volunteers to assist for the duration of the shelter operation.
- 5. Family Services will assist with:
  - a. registration of shelter residents and staff,
  - financial assistance to individuals with disaster caused needs,
  - c. counseling and referral services.
- 6. Health services will assist with:
  - a. coordinating shelter nurses with public health officers,
  - provide emotional support, protect health, and prevent disease,
  - c. provide medical and first aid assistance.

## 7. Food services will:

- a. prepare and serve food to victims and workers,
- b. obtain food and supplies,
- c. keep records of food supplies received and expended.

#### 8. The maintenance crew to assist:

- a. in keeping shelter clean and neat,
- b. keep equipment and appliances working.

# E. ADMINISTRATION AND LOGISTICS

In time of disaster, American Red Cross is responsible for providing temporary shelter for persons unable to make their own arrangements. Other factors may include the need for bringing in water supplies for drinking; food preparation and cleaning; the need for portable equipment or generators to provide power for lights, cooking, refrigerated storage of supplies; and possible need for extended period of long-term food and shelter care. Food will be purchased or obtained from government stores, if available. The American Red Cross will provide the initial supply of food and beverages from fast food outlets, restaurants, or will provide light meals from canned, or ready to serve foods.

Cooperation and coordination will be maintained with:

- 1. United Way Volunteer Center,
- 2. Salvation Army,
- 3. Rescue Mission,
- 4. Office of Public Assistance (Welfare),
- 5. Churches and social services agencies,
- 6. Community Emergency Response Teams (CERT),

# F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex will be developed and maintained by the American Red Cross in coordination with YC DES.

# G. AUTHORITY AND REFERENCES

- 1. ARC 3003 Administrative Regulations.
- 2. ARC 3041 Mass Care Preparedness and Operations.

# ANNEX M TRANSPORTATION

#### A. PURPOSE

The purpose of this Annex is to provide transportation resources to the Annex chiefs to move people, supplies, or equipment to support disaster operations.

# B. SITUATION AND ASSUMPTIONS

- 1. The potential disasters threatening Yellowstone County during or after occurrence may create the need to transport people, supplies, and equipment from stricken areas to safe areas.
- 2. Yellowstone County has many transportation resources (public and private) to assist this Annex in disaster operations. The availability of such resources will be dependent on the type and location of the disaster.
- 3. Transportation resources (cars, trucks, buses, vans, boats, etc.) will be directed and controlled by the IC and/or EOC.

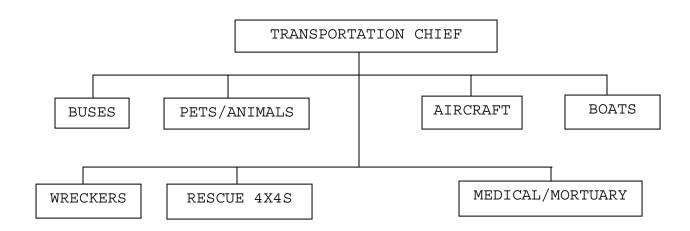
# C. CONCEPT OF OPERATIONS

- 1. The Chief of this Annex, with assistance from the Resource Manager, will provide and coordinate all transportation resources and the necessary support drivers/operators and maintenance. Government resources will be used first, and then supplemented by private resources. Accurate records will be kept to support reimbursements.
- 2. Special transportation vehicles, like ambulances, snowmobiles and wreckers, will be obtained from public or private sources to augment existing quantities when the need arises.
- 3. Buses, trucks, and vans, etc., will be provided for residents of stricken areas to move their belongings to relocation centers or storage centers until the stricken area is safe for residents to return.
- 4. Fueling and maintenance support will be provided from government or the private sector to support continuous transportation operations.

- 5. This Annex is to be cognizant of the departments, agencies, or private businesses that have transportation resources that may be available in time of disaster (e.g., city MET transit or school districts for buses; freight companies for semi-vans and refrigerated trucks, etc.)
- 6. Special transportation resources for pets and animals may be required to move pets/animals to shelters of safety.

# D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. The Chief of this Annex is directly responsible to the City Manager, Mayor and/or County Commissioners. Coordination is provided by the DES Director. Further organization (all or part) may be necessary for large scale disaster operations as follows:



- 2. ASSIGNMENT OF RESPONSIBILITIES. This Annex Chief is responsible for:
  - a. Identifying and cataloging transportation resources to include quantity, ownership, location, contact person, phone number, etc.
  - b. Obtaining the resource at the request of the IC or the EOC.
  - c. Providing for accurate record keeping for both government and private resources.
  - d. Providing for drivers/operators and relief

drivers/operators to support continued operations, if necessary.

- e. Arranging fuel and maintenance of resources to support continued operations.
- f. Dividing the acquisition of resources among private contractors to prevent one or several contractors from "getting all the business".
- g. Distributing the required resources to the appropriate location at the appropriate time with the appropriate drivers/operators.

# E. ADMINISTRATION AND LOGISTICS

Administrative and logistical support for this Annex will be provided by YCDES. The Transportation Annex Chief may be the DES Director in small scale disasters. He is required to be in the EOC when it is activated and his services are required to obtain and coordinate transportation resources.

# F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex will be developed and maintained by City of Billings MET Transit Director with assistance from the YCDES.

# ANNEX N ATTACK PREPAREDNESS AND RADIOLOGICAL DEFENSE

#### A. PURPOSE

This Annex provides for the organized effort necessary to minimize the effects of nuclear attack and the subsequent radiation on the people and resources of Yellowstone County through detection and implementation of preventive and remedial measures.

# B. SITUATION AND ASSUMPTIONS

#### 1. SITUATION.

- a. Large stockpiles of nuclear weapons are maintained by the United States and a number of foreign powers. The possibility of one or more of these weapons being detonated accidentally or deliberately cannot be ignored. A protection system would be necessary for detection and assessment of a radiation hazard and might be essential to save lives and prevent injury to the people of Yellowstone County.
- b. A nuclear attack on the United States would most likely be preceded by a period of international tension and crisis. Sufficient time might be available for protective actions to be taken, including temporary relocation of residents of possible target areas to areas of lower risk.
- c. Part of Yellowstone County has been designated a nuclear attack risk area for which population relocation should be considered. Yellowstone County citizens are at risk to very high radiation levels and the direct effects (blast and heat) of enemy warhead explosions.
- d. Terrorists may use WMD including radioactive bombs (dirty bombs) to target US cities or facilities. In this unlikely event, blast and radiation would be the greatest threats to the citizens of Yellowstone County.
- e. Certain vital facilities and activities must be continued in Yellowstone County to assist in the provision of essential goods and services to the

relocated population and their hosts.

f. Various radioactive materials are used in Yellowstone County and are transported into, out of, and through the county. There is a significant possibility of occurrence of incidents or accidents in the transportation and use of these materials; and while it is unlikely that such events would pose a serious threat to the health and safety of the population, it is necessary that the local government be able to detect radiation, to assess its seriousness, and to take appropriate protective and remedial actions.

# 2. ASSUMPTIONS.

- a. Evacuation of the population will occur only at the direction of the Governor and most likely at the request of the President of the United States. Measures preparatory to such evacuation may be undertaken during a crisis at local option.
- b. Some portion of the population can be expected to leave the area in advance of a directed evacuation. These spontaneous evacuees are expected to consist mainly of families whose members do not have public or emergency responsibilities and who have a vacation home or relatives in mind as a destination. The location, identification, and destination of this group will not be known.
- c. Once evacuation of the population has been directed, the minimum duration of the relocation could be 7 days and the maximum duration is uncertain but could be several weeks.
- d. Return of the relocated population to their homes following evacuation will occur only at the direction of the Governor and most likely at the request of the President of the Unites States.
- e. In the event of nuclear detonations in the United States or other parts of the world, radioactive fallout in varying degrees, will be present in many areas of Montana and Yellowstone County. As a result, counter measures would be required to minimize casualties, protect vital resources, and speed up recovery.

## C. CONCEPT OF OPERATIONS

1. ATTACK CONSIDERATIONS. The time phases applicable to nuclear attack threat evacuation correspond to those recognized for any disaster.

The pre-crisis period is normal readiness during peacetime. The crisis phase includes increased readiness and mobilization of emergency services to prepare for movement, if and when ordered by the Governor. The movement phase begins when the Governor directs evacuation. The sustaining period begins with arrival of evacuees in the reception areas and principally involves support and care of evacuees and the indigenous population. The return period begins when ordered by the Governor and covers the time necessary to safely move the population back to their homes.

Evacuation would not be implemented unless there was a threat of nuclear attack of unprecedented seriousness. It should be understood that nuclear attack could occur at any time during the crisis, movement, or sustaining phases. Since there is no assurance that evacuation would be directed, readiness to implement the county's Community Shelter Plan must be emphasized during the crisis period. If attack warning is received, everyone must take shelter in the best available nearby facilities. Evacuation in response to the nuclear attack threat is movement to shelter where it is likely to provide a more realistic prospect of survival.

# 2. RADEF (Radiological Defense) CONSIDERATIONS:

- a. In a large scale emergency involving radioactive materials, many elements of local government will be integrated into a coherent Radiological Protection System.
- b. Radiological protection operations for any large scale radiological emergency will be directed and controlled from the EOC.
- c. RADEF personnel will collect, analyze, and report radiological information. They will develop projections of hazard levels and areas affected and will make recommendations for personnel exposure control, continuing environmental monitoring, and protective measures.

- d. The Radiological Defense Officer (RDO) will coordinate with all city and county departments and agencies to ensure maximum safety for operations personnel.
- e. Radiological decontamination will be conducted in accordance with the procedure outlines in the "RADEF Plan for Yellowstone County".
- 3. DIRECTION AND CONTROL. In a national security emergency that requires evacuation; all levels of the emergency management organization are fully mobilized and activated under the coordination of YCDES. Direct lines of authority exist from the Governor to the chairperson of the Yellowstone County Commissioners and from the chairperson to other elected officials in county government. City government lines of authority exist from the Governor to the Mayor and from the Mayor to other city officials.
- 4. CONTINUITY OF GOVERNMENT. When it becomes necessary to evacuate, the government agencies of Yellowstone County, Billings, Laurel, and Broadview will move their bases of operation and continue performing duties assigned under this plan. Continuity of control will be maintained by verifying that an adequate Direction and Control operation is active and by transferring authority before closing down the principal county EOC. The chairperson and the heads of key emergency service agencies will maintain contact via mobile radio or cell phones while in transit to the alternate EOC.

# D. ORGANIZATION AND RESPONSIBILITIES

- 1. ORGANIZATION. A chart showing the emergency organization is given in the basic plan.
- 2. RESPONSIBILITIES. In a national security emergency involving a threat of nuclear attack, the total emergency management organization will be activated. Evacuation plans and procedures will be reviewed and improved to the extent possible in the time available. Responsibilities may be the same as those shown in the Evacuation Annex. Chiefs of agencies and organizations are responsible for reviewing their procedures, for verifying that resources identified are available and in satisfactory condition, and for ensuring that all personnel -- including any recently hired -- are familiar with their duties in a large scale evacuation.

The majority of the responsibilities for this Annex are directed and coordinated by YCDES and the RDO. These responsibilities are as follows:

- a. Coordinate all radiological protection activities.
- b. Establish a data analysis and damage assessment capability.
- c. Provide RADEF monitoring equipment to shelters from central location.
- d. Establish a comprehensive RADEF training program at the local level.
- e. Update the Community Shelter Plan (CSP) for Yellowstone County showing locations of public fallout shelters for the public and key workers.
- f. If ordered, evacuate population to safer host areas as designated by MTDES.
- g. Report nuclear detonations and radiation levels to MTDES.
- h. Provide for stationary and mobile fallout monitoring stations to record levels and report to EOC.
- i. Provide information to the public via EAS regarding radiation levels, protective actions, and other pertinent officials information.

# E. ADMINISTRATION AND LOGISTICS

- 1. The RADEF program is administered by YCDES.
- 2. The MTDES is responsible for maintenance and calibration of Civil Defense radiological monitoring instruments.

#### F. PLAN DEVELOPMENT AND MAINTENANCE

- 1. This Annex is developed and maintained by YCDES with assistance from the County Radiological Defense Officer (if appointed).
- 2. All organizations in Yellowstone County with emergency management responsibilities will develop procedures for carrying out their roles in the RADEF system.

# G. REFERENCES

- 1. National Attack Planning Base for 1990 (NAPB 90), FEMA.
- 2. RADEF Plan for Yellowstone County.
- 3. Community Shelter Plan for Billings and Yellowstone County (camera-ready copy).
- 4. Variety of FEMA publications dealing with attack preparedness and RADEF.

# ANNEX O RESOURCE MANAGEMENT

This Annex "Emergency Resources for Billings, Laurel, Broadview and Yellowstone County" lists uncommon resources, both government and private, that could be called upon in time of emergency/disaster. (See separate document.)

# ANNEX P FINANCE

#### A. PURPOSE

To provide the necessary funds and fiscal records (payments, claims) to finance a disaster, either declared or not declared.

# B. SITUATION AND ASSUMPTIONS

1. SITUATION. When a disaster strikes, Yellowstone County may commit and/or expend funds beyond the approved fiscal year budget. Such commitment or expenditures may cause financial hardship requiring the county (or its incorporated cities) to levy two emergency mills and/or request state and/or federal financial assistance. (Reference 10-3-405, MCA.)

#### 2. ASSUMPTIONS.

- a. Most disasters will create the need for additional funds.
- b. To request and support reimbursements from state and/or federal governments, accurate fiscal records must be developed and maintained.
- c. City and county governments will adhere to State of Montana laws governing the expenditure of public funds.

# C. CONCEPT OF OPERATIONS

The finance officer(s) and treasurer(s) of Yellowstone County will establish a record system to ensure disbursements are related to the disaster and such are as accurate as possible. The recordings will include:

- 1. Who requested the allocation or expenditure.
- 2. The purpose of the expenditure.
- 3. Who authorized the commitment.

Records concerning the use of equipment and manpower, whether it is rented, hired, or government owned, shall be as follows:

1. Make and size of equipment.

- 2. Rental rate per hour.
- 3. Name of operator and property worked.
- 4. Salary scale and overtime.
- 5. Cost of equipment maintenance.
- 6. Fuel costs.
- 7. Work performed, location, and purpose.
- 8. Overhead costs (doesn't apply to government).

Such records of emergency expenditures are required by law and to support any state and/or federal reimbursements.

#### D. EMERGENCY LEVY INFORMATION

- 1. The Board of County Commissioners may, by unanimous vote adopt a maximum two mill emergency levy against the taxable value of property located in the unincorporated area of the county. Reference 10-3-405, MCA.
- 2. The City/Town Council may, by unanimous vote, adopt a maximum two mill emergency levy against the taxable value of property located in the corporate city/town limits. Note: The City of Billings may levy this tax only after adopting an ordinance amending its Charter, which must be confirmed by a majority of voters at a general or special election. Reference 10-3-405, MCA.
- 3. An emergency proclamation or disaster declaration is a prerequisite to the adoption of an emergency mill levy.
- 4. The Commissioners or the Council may set the emergency levy at less than two mills. However, the maximum two mills must be levied, and spent or committed, in order to be eligible for assistance from the Montana Emergency and Disaster Fund. Reference Section 34, Administrative Rules of Montana.
- 5. Any funds levied via the two mill emergency levy for the emergency and remaining in the fund after the emergency, shall be used only for expenditures arising from future emergencies. Reference 10-3-405(5), MCA.
- 6. Guidance for preparing the emergency mill levy resolution

is contained in the Montana Local Government Disaster Information Manual.

#### E. MONTANA EMERGENCY AND DISASTER FUND

- 1. Access to this fund requires the following actions:
  - a. An emergency proclamation or disaster declaration by the Chairman of the Board of County Commissioners or Mayor.
  - b. Adoption of a maximum emergency mill levy by the Board of County Commissioners or City/Town Council.
  - c. Demonstration that all available emergency levies have been spent or committed.

#### 2. References:

- a. 10-3-311, MCA.
- b. The Montana Local Government Disaster Information Manual.
- c. Section 34, Administrative Rules of Montana
- d. The Montana State Emergency Operations Plan.

#### F. FEDERAL ASSISTANCE

- 1. Federal assistance and/or a Presidential Disaster Declaration is obtained through the State DES Office.
- 2. References:
  - a. Presidential Declaration. PL 93-288 as amended.
  - b. Section 34 of Administrative Rules of Montana.

# G. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- 1. ORGANIZATION. The finance officers of city and county are directly responsible to the Mayor, City Administrator, or County Commissioners.
- 2. ASSIGNMENT OF RESPONSIBILITIES. This Annex is responsible for the fiscal record keeping as mentioned in the Concept of Operations. In addition, all payments, expenditures, purchase orders, etc., are to be prepared

by the respective finance officers and submitted to the appropriate approving authority.

# H. ADMINISTRATION AND LOGISTICS

The finance officer(s) must ensure the necessary forms, supplies, and equipment needed in the EOC are provided or procured as expeditiously as possible after the EOC is in operation. The finance officer(s) and any necessary support staff are required to be in the EOC, at least for a set period of time each day.

# I. PLAN DEVELOPMENT AND MAINTENANCE

This Annex will be maintained by the County Finance Officer and YCDES.

# ANNEX Q HAZARDOUS MATERIAL

This Annex entitled "Hazardous Material Response and Evacuation Procedures for Billings, Laurel, Broadview, and Yellowstone County" is a requirement of the Superfund Amendments and Reauthorization Act of 1984 (SARA), Title 3, Community Right to Know. (See separate plan.)

# ANNEX R AGRICULTURE

#### A. PURPOSE

To provide for the conservation and utilization of all agricultural commodities and food stocks assuring proper control and distribution during and after the emergency.

# B. SITUATION AND ASSUMPTIONS.

1. SITUATION. The food supply and distribution system throughout Yellowstone County and Montana provide the necessary sustenance for the residents and visitors. Such food supply and distribution system is somewhat fragile and can be easily disrupted by disasters affecting crop or animal production, road, highway and railway, processing centers, and the retail and wholesale distributors.

#### 2. ASSUMPTIONS.

- a. Most major disasters will affect the food distribution system.
- b. Pest infestation, flooding, massive hailstorms, tornadoes, etc., will do significant damage to crops before they are harvested affecting the food production in local areas.
- c. Any threatened or actual shortages in food commodities will cause "hording" and some "panic buying" by the population.
- d. Government will have to take the necessary steps to ensure equal and adequate distribution of food supplies to the population to prevent "hording" and "panic buying".
- e. The "County Emergency Board" may need to be in operation and advising the executives of the city and county in matters relating to agriculture and raw food supplies.
- f. Terrorist acts using WMD against the food supply and distribution system is a distinct possibility that could impact many thousands of people in Yellowstone County, Montana and the US.

## C. CONCEPT OF OPERATIONS

The County Emergency Board (CEB) will direct and advise all agricultural operations when disaster affects the food production cycle. The Board will meet as often as necessary and YCDES is an ex-officio member of this Board.

When and if it becomes necessary to "guard" food supplies and warehouses, grocery stores, etc., to prevent theft, panic buying and such, the respective law enforcement agency will provide such service. Any food rationing, if necessary, will be directed by the respective executive body and implemented by the county treasurer through food stamps, ration tickets, etc. The development of a food rationing plan will be accomplished by the CEB.

# D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- 1. ORGANIZATION. The CEB is established by law and is an autonomous body serving in an advisory capacity to the city and county. The local FSA office and county extension agent serve on this Board and will assist in the implementation of this Annex. This Board can be called upon to assist YCDES and the EOC.
- 2. ASSIGNMENT OF RESPONSIBILITIES. Responsibilities encompassed in this Annex include:
  - a. Developing a conservation and utilization plan for food and economic resources to assure maximum safeguarding and adequate usage.
  - b. Appointing, training, and assigning key people to operate and administer a consumer rationing, and price control program.
  - c. Establishing necessary channels and procedures for reporting significant economic and agricultural stabilization activities and problems to the state.
  - d. Providing information and instructions to the general public on the rationing and price control program within any freeze period established.
  - e. Continuing to operate and maintain controls on all affected items or crops until state and/or national control can be assumed or until the normal supply has been restored.

#### E. ADMINISTRATION AND LOGISTICS

The CEB chairman may occupy space in the EOC. Plans and procedures to establish and implement any food, crop, or price controls must be approved by the local governing body/bodies. Any supplies required in the EOC will be provided by YCDES. Implementing this Annex will require assistance from law enforcement and finance. The staffing, supplies, and equipment, etc., to carry out approved control plans, is the responsibility of the appropriate jurisdiction.

#### F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex will be developed and maintained by YCDES with coordination and assistance from the CEB chairman or the County Extension Agent.

# ANNEX S FEDERAL ASSISTANCE PROGRAM INFORMATION

#### A. PURPOSE

To provide federal disaster assistance to eligible applicants and local governments to respond to and recover from a major disaster.

# B. SITUATION AND ASSUMPTIONS

In major disasters, the Governor, on behalf of local government can request a presidential disaster declaration if the resources of the local and state government cannot meet the demands of the disaster.

# C. CONCEPT OF OPERATIONS

- The greatest single source of Federal disaster assistance 1. is provided under the authorities of the Disaster Relief Act of 1974, Public Law 93-288, as amended by the Robert T. Stafford Disaster Relief & Emergency Services Act by P.L. 100-707, which is implemented by the Federal Emergency Management following Agency (FEMA) Presidential declaration of a major disaster. administers grants to the States from the President's Disaster Relief Fund and directs and coordinates the disaster assistance functions of all Federal authorities. FEMA is a part of the Department of Homeland Security (DHS).
- 2. The President may also make a determination that an "emergency" exists, requiring assistance to supplement State and local efforts to save lives and protect property, public health and safety, or to avert or lessen the threat of a disaster. The purpose of such a determination is to make available emergency assistance, which, because of the pressures of time or because of the unique capabilities of a Federal agency, can be more readily provided by the Federal Government. It is specialized assistance to meet specific needs.
- 3. In a disaster which has resulted in considerable damage, but which is not of sufficient severity and magnitude to warrant a major disaster declaration or an emergency determination, State and local governments may request assistance from the Regional Director of FEMA in determining what Federal aid might be available. The FEMA Regional Directors monitor all disasters which occur

in the States and Territories within their respective regions, and at the request of the State and local government, can advise which Federal agencies have disaster relief programs under the regular statutory authorities which could be of assistance, such as the Department of Agriculture, Farm Service Agency.

# D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. SEQUENCE OF EVENTS. Local authorities (YCDES & CEOs) and individuals request help from....

Private relief organizations and MTDES, which give all assistance possible. If beyond their capability.... the Governor requests a Presidential declaration of a major disaster or an emergency through....the FEMA Regional Office to....

The FEMA Director, who, on the basis of regional damage surveys and reports, evaluates the request and makes a recommendation to....

The President, who makes the final determination. If warranted, the President declares a major disaster or an emergency, informs the Governor, and publicly announces the declaration. FEMA designates the counties eligible for Federal disaster assistance, authorizes the obligation of funds, and directs and coordinates Federal relief efforts.

# E. ADMINISTRATION AND LOGISTICS

All requests for the use of federal services, supplies and equipment shall be forwarded to MTDES through the Yellowstone County DES office.

# F. PLAN DEVELOPMENT AND MAINTENANCE

The YCDES Director will keep informed on all state and federal disaster assistance programs and have available the necessary forms to request assistance through the local Government Disaster Information Manual.

‡Requires President's action. ‡‡Requires Governor's action.

Program	Eligible Applicant	Apply to	Local Government Management	Local Government Monitor
I. Agriculture				
Emergency Conservation Program	Landowner	ASCS	Extension	Extension
Emergency Feed Program	Stockowner	ASCS	Extension	Extension
Emergency Loans	Farm/Ranch	FmHA	Extension	Extension
Feed Grain Production Stabilization	Farm	ASCS	Extension	Extension
Timber Removal‡	Local Gov.	State DES	DES	DES
II. Business				
Aid to Major Sources of Employment‡	Business/Industry	SBA/FmHA	Com. Development	Com. Development
Alcohol and Tobacco Tax Claim‡	Retail/Wholesale	Treasury	Clerk/Recorder	Clerk/Recorder
Economic Injury Disaster Loans‡	Small Business	SBA	Com. Development	Com. Development
III. Emergency Services				
Debris Removal‡	Local Gov.	State DES	Health Dept./Public Works	Public Works/DES
Emergency Protective Measures	Local Gov.	State DES	Health Dept.	DES
Emergency Relief (Federal Aid Roads‡‡)	Local Gov.	State Highway	Public Works	Public Works
Food, Water, and Shelter‡	Local Gov.	State DES	Health Dept./Red Cross	Red Cross
Forecasts and Warnings	Local Gov.	NWS	DES	DES
Natinal Oil and Hazardous Substances				
Pollution	Local Gov.	EPA	Health Dept./Air Pollution	Health Dept./Air Pollution
Public Transportation‡	Local Gov.	State DES	MET Transit	MET Transit
Radiological Emergency Assistance	Anyone	DOE	Health Dept.	Health Dept./DES
IV. Fire Suppression				
Fire Suppression Assistance	State	State DES		Fire District

‡Requires President's action

‡‡Requires Governor's action

Program	Eligible Applicant	Apply to	Local Governme Management	ent Local Government Monitor
V. Flood Prevention and Protection				
Flood Control Projects	Local Gov.	Army Corps.	Public Works	Public Works
Flood Control Works, Federally, Authorized Coastal Works, Rehabilitation	Local Gov./Prvt.	Army Corps.	Public Works	Public Works
Flood Fighting and Rescue Operations	Local Gov.	Army Corps.	DES	DES
Flood Hazard Studies	Local Gov.	USGS	Planning	Flood Plain Admin.
Flood Hazard Studies (Flood Insurance Studies)	Local Gov.	FEMA	Planning	Flood Plain Admin.
Flood Insurance	Anyone	Insurance Agent	Flood Plain Admin.	Flood Plain Admin.
Flood Plain Management	Local Gov.	Army Corps.	Flood Plain Admin.	Flood Plain Admin.
Flood Plain Management - FEMA	Local Gov.	FEMA	Flood Plain Admin.	Flood Plain Admin.
Protection, Clearing & Straightening of Channels	Local Gov.	Army Corps.	Public Works	Public Works
Protection of Essential Highways, Highway Bridge Approaches, and Public Works	Local Gov.	Army Corps.	Public Works	Public Works
River and Flood Forecast and Warning Services	Local Gov.	NWS	DES	DES
Snagging/Clearing for Flood Control, Watershed Protection and Flood	Local Gov.	Army Corps.	Public Works	Public Works
Prevention (Small Watershed Program)	Consv. District	SCS	Local Consv. Dist.	Local Consv. Dist.
VI. Health Services				
Crisis Counseling Assistance‡	States	State DES	Crisis Team (CISD)	CISD
Disease Control - Investigations, Surveillance & Technical Assistance	Local Gov.	State Health	Health Dept.	Health Dept.
Plant and Animal Disease and Pest Control	Local Gov.	USDA	Extension	Extension

‡Requires President's action.

‡‡Requires Governor's action.

Program	Eligible Applicant	Apply to	Local Government Management	Local Government Monitor
VII. Housing				
Adjustments to Federal Loans - Dept. of Housing and Urban Development	Loan Holder	HUD	Com. Development	Com. Development
Adjustments to Federal Loans - Veterans' Administration	Loan Holder	VA	Com. Development	Com. Development
Manufactured (Mobile) Home Loans Insurance - Financing Purchase of Mobile Homes as Principle Residences of Borrowers‡	Displaced	HUD	Com. Development	Com. Development
Mortgage Insurance - Homes for Disaster Victims‡	Displaced	HUD	Com. Development	Com. Development
Temporary Housing‡	Displaced	State DES	Com. Development	Com. Development
VIII. Individual and Family Assistance				
Food Distribution Program - Emergency Assistance	Victims	State DES	DES/Red Cross	DES/Red Cross
Food Stamp Program - Emergency Issue	Victims	State DES	Welfare/Treasurer	Welfare/Treasurer
Individual and Family Grants‡	Victims	State DES	Welfare/DES	Welfare/DES
Physical Disaster Loans‡	Property Owners	SBA	Com. Development	Com. Development
Tax Information and Education‡	Taxpayers	IRS	Finance	Finance
Unemployment Assistance‡	Unemployed	Job Service	Job Service	Welfare
IX. Preparedness and Planning				
Emergency Management Assistance	Local Gov.	State DES	DES	DES
Engineering Geology Program	Local Gov.	USGS	Com. Development	Com. Development
Geologic-Related Hazards Warning Program	Local Gov.	USGS	DES	DES

‡Requires President's action. ‡‡Requires Governor's action.

Program	Eligible Applicant	Apply to	Local Government Management	Local Government Monitor
X. State and Community Assistance				
Acquisition of Flood-Damaged Structures	Local Gov.	FEMA	Planning	Planning
Assistance Payments - Maintenance Assistance	Families	Social Sec.	Welfare	Welfare
Community Disaster Loans	Local Gov.	State DES	Budget Office/Finance	Budget Office/Finance
Community Facilities Loans	Small Towns	FmHA	Com. Development	Com. Development
Hazard Mitigation - Technical Assistance‡	Local Gov.	State DES	Com. Development	Com. Development
Repair or Restoration of Private Nonprofit Facilities‡	Local Gov.	State DES	Public Works/DES	Public Works/DES
Repair or Restoration of Public Facilities‡	Local Gov.	State DES	Public Works/DES	Public Works/DES
School Construction‡	Schools	Dept. of Ed.	Supt. of Schools	Supt. of Schools
School Maintenance/Operation Assistance	Schools	Dept. of Ed.	Supt. of Schools	Supt. of Schools
Victim Identification	Local Gov.	FBI	Sheriff	Sheriff
XI. Volunteer Organization				
American National Red Cross‡	Victims	Red Cross	Red Cross	DES
The Salvation Army	Victims	Salvation Army	Salvation Army	DES

# ANNEX T VOLUNTEERS

## A. PURPOSE

To serve as a volunteer referral agency that would offer a centralized location and process for managing and connecting spontaneous volunteers to agencies/organizations providing disaster relief. This would free agencies to concentrate on organizing their trained affiliated volunteers. It also would provide a place where agencies can redirect any overflow volunteers.

## B. SITUATIONS AND ASSUMPTIONS

In a disaster, large numbers of spontaneous unaffiliated volunteers with no connection to disaster relief agencies emerge to help. These volunteers, also called convergent volunteers, can become a problem unless there is a designated place where their time and talents can be connected to disaster relief and recovery efforts.

## C. CONCEPT OF OPERATIONS

- 1. The United Way Volunteer Center that recruits and refers volunteers has the competencies needed to mobilize and deploy spontaneous unaffiliated volunteers in a disaster.
- 2. The United Way Volunteer Center will coordinate and streamline volunteer mobilization and help to avoid confusion and duplication of volunteer recruitment efforts during a local disaster and the recovery phase after a disaster.
- 3. The United Way Volunteer Center will communicate and coordinate with other community entities before, during and after disaster situations. With those entities, the Volunteer Center will provide the assistance that is most needed and appropriate to the total local response.

# D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The United Way Volunteer Center will:

- 1. Stabilize and secure its own situation and assemble a disaster response team;
- 2. Maintain a phone bank and walk-in crisis center to process and refer spontaneous unaffiliated volunteers;

- 3. Accept requests from agencies/organizations providing disaster relief and route volunteers as needed;
- 4. Provide updated information on volunteer needs to the media;
- 5. Maintain contacts with potential resources to recruit volunteers (corporations, schools, RSVP, etc.)
- 6. Manage and provide space for the coordination of the CERT volunteers in partnership with the CERT leadership during disaster/emergencies when the Volunteer Center has been activated.

## E. ADMINISTRATION AND LOGISTICS

All requests for the use of volunteers will be forwarded to the United Way Volunteer Center.

# F. PLAN DEVELOPMENT AND MAINTENANCE

The Yellowstone County Volunteer Center will expand on this annex and maintain this annex for volunteers and will keep the Yellowstone County DES Director informed of status.

# ANNEX U TERRORISM / BIOTERRORISM / WEAPONS OF MASS DESTRUCTION (WMD)

See separate plan.

# ANNEX V ANIMAL HEALTH EMERGENCY

#### A. PURPOSE

The purpose of this annex is to outline procedures for responding to an animal health emergency (AHE) that may occur in Yellowstone County. Livestock, wildlife, poultry, and pets are important contributors to the county's economy, and the livelihood and well being of its citizens. This annex also provides for the establishment of mass care/shelter for pets and animals which are evacuated during times of disaster.

#### B. SITUATION AND ASSUMPTIONS

- 1. An AHE could be a natural or intentional introduction of foreign animal disease (bio-terrorism), an emerging disease, or an outbreak of a recognized, reportable disease that is currently not present in Montana. A highly contagious disease (HCD) in an animal population (either a naturally occurring or bio-terrorism event) would have devastating effects on the county and its citizens.
- 2. Livestock, wildlife, and/or poultry may die of the disease or have to be depopulated. Production capability and/or value may become severely limited. Such an event could greatly impact the economic stability and viability of the county, state, and possibly, the nation.
- 3. Some animal diseases are very contagious (foot and mouth disease) and would be very difficult to identify, isolate, control, and eradicate. In addition, many agents that could be used by terrorists are zoonotic, affecting animals and people.
- 4. The time between the reporting of an animal disease and its identification as an animal disease emergency is critical. A highly contagious disease could spread rapidly through a county and state via auction markets, animal movement, and fomites (people, vehicles, etc).
- 5. The county's resources would be rapidly depleted if the outbreak involved multiple premises.
- 6. Positive and prompt actions by local, state, and (possibly) federal authorities will be required in order to stop a highly contagious disease. Control and eradication of such a disease will involve many county and state agencies, not just those involved with agricultural activities. Volunteers will want to help

and can make a significant contribution to the effort.

- 7. Some livestock owners, individuals or groups may strenuously object to depopulation of animals due to not having the knowledge and understanding of the serious devastation threat of the disease spread and fatal ramifications. These people/groups may take actions counter-productive to the protocol set by the AHE ICS.
- 8. First responders may not be familiar or trained for the special circumstances and conditions of an AHE situation. These include standard operating procedures for quarantine, bio-security precautions, personal protection equipment, media relations, decontamination, humane animal handling and the implementation of an ICS.
- 9. The potential disasters in Yellowstone County may destroy or seriously damage pets and animals' homes or habitat, and the victims may need mass care/shelter.
- 10. NIMS and ICS would be used in response to an AHE.

# C. CONCEPT OF OPERATIONS

1. The Incident Commander (IC) for an animal disease emergency confined to **one premise** would be the FADD (foreign animal disease diagnostician), SFV (state field veterinarian), or local veterinarian or they could be a Unified Command. The IC's responsibility is the overall management of the incident, and would include all necessary Planning and Operations functions. Logistic functions may be handled by the EOC.

For multiple premises, the IC could be a state or Montana-based federal veterinarian, or someone highly experienced in ICS to create a Unified Command to coordinate with other state and federal agencies. A veterinarian who is knowledgeable in the veterinary aspects of an AHE could be a deputy IC.

- 2. Command staffing/management will include a Public Information Officer (PIO), Liaison Officer and Safety Officer. The Safety Officer duties will include not only general safety responsibilities but the following as well:
  - Every AHE initial situation treated as a zoonotic situation until confirmed otherwise.
  - Implement safety procedures for people from animals

- which could cause them harm or injury due an animal(s) temperament, protective instincts and or stress factors.
- Implement safety procedures for animals which people could cause them harm or injury due to a person not having the experience or knowledge on humane animal handling and capture.
- Implement safety procedures for slip, trip and fall injuries for both humans and animals.
- Implement safety protocol for firearms (including chemical capture firearms/tools).
- Supervise the humane euthanasia of animals in the event the procedure is conducted by lethal gunshot.
- Implement rules and regulations per DEA standards & MT Veterinary Codes for Schedule I-III type drugs.
- Implement safety precautions for medical waste hazard such as needle/syringe disposal etc.
- 3. Depending upon the circumstances of situation and nature of the disease, some or all of the following operations would need to be fulfilled by the Operations Section Chief for each infected area of the situation premise. Functional Groups could be formed to carry out the procedures(s) instructed by the Operations Chief.
  - Quarantine procedures within the established incident area zones involving movement, transportation, decontamination, euthanasia, disposal, etc. of people and animals.
  - Maintain proper Bio-Security procedures for disinfection, decontamination, disposal, euthanasia, personal protection equipment, etc. for both animals and people within the established incident zone areas.
  - Maintain proper Enforcement to accesses within the established incident zone areas to secure movements and restrictions per AHE operations procedure.
  - Epidemiological investigation: The investigation is thorough and complete and all trace-out information is gathered and recorded per FADD and SFV standards.
  - Risk assessment: An assessment is based upon the disease and situation characteristics, climate and weather conditions, epidemiological data, etc., and is an evaluation of risk and rate of spread to other species which includes animals and humans.
  - Surveillance: All areas within the established

- incident zones are included in surveillance activities and all trace-outs are investigated.
- Valuations: A fair appraisal of all animal species which are determined to be euthanized/depopulated is required. Valuation may also have to include the appraisal/assessment of feedstuffs, products (milk, eggs, etc.) and facilities.
- Animal depopulation/euthanasia is conducted in a humane manner in accordance with AVMA (American Veterinary Medical Association) standards. A licensed Veterinarian will supervise the depopulation/euthanasia procedure.
- Disposal: The proper procedures and methods of disposal will be implemented per Bio-Security standards set by the FADD and the State of Montana Veterinary Office. Nature of the disease, equipment utilized and environmental considerations will be included.
- Cleaning and Disinfections (C&D): The proper procedures and methods of C&D (including decontamination) will be implemented per Bio-Security standards set by the FADD, the State of Montana Veterinary Office and Montana Homeland Security.
- Recovery: The recovery period of an incident may last as long as months. Factors aspects which may arise for deployed personnel during this period may include their social, emotional, financial and political involvement.
- Humane Animal Care & Handling: Procedures supervised by the designated lead veterinarian and HSUS designated person.

# 4. Planning Section Chief Activities will include:

- Preparation of maps used in established zones of control around an infected premise. Also, mapping would be utilized to identify animal facilities (auction sale barns, fairgrounds, pet stores, animal shelters, veterinary clinics, equestrian facilities, wildlife facilities, etc.) and animal owners/custodians/care-takers and species types within those facilities of the infected and incident area zones.
- Follow-up of investigations and trace-outs is essential to prevent further spread or contamination of the disease. Indemnity claims require special documentation.

- Volunteer Coordinator: This person will record, document and authorize clearance for volunteers who are needed for various tasks and duties for the duration of the incident.
- Specialists and or assisting agencies may be needed for disease investigation & identification, database systems, mapping, environmental assessment, risk management, human medical needs, animal care and welfare, wildlife monitoring and care, veterinary needs including vaccination evaluation, etc.
- After any animal euthanasia/depopulation, movement restrictions within the incident control zones may still be required. Human and Animal movement may require special permits, licensing and security clearance requirements.
- 5. The Humane Society of the United States (HSUS) will assist as a resource to Yellowstone County under the AHE Operations Chief. The HSUS will assist with providing consultation and on site assistance for the animal care, handling, capture, technical rescue, welfare and protection of the animal species involved in the incident.
- 6. The following response operations would be carried out under state and federal authority supervision with local assistance:
  - Law Enforcement entities (City, County, State and Federal) will be notified to assist in containment, security and control operations.
  - Trained responders notified for operational, security and logistical activities such as secure lodging, on-site feeding, transportation, human medical technical rescue, etc.
  - The EOC shall be activated and if necessary request the assistance from the Forest Service to provide an "overhead" ICS management team in the field.
  - Identification and security procedures for the operation of decontamination sites for humans and animals.
  - Identification and security procedures for the operation of disposal sites for human and animal waste as well as animal depopulation/euthanasia operations.

- 7. Records & Finance Chief Activities will include:
  - Record donations and monies collected on behalf fo the incident.
  - Maintain records of all financial activities regarding the Incident.
  - Maintain all employee or volunteer related hourly records and documents per required tracking and reimbursement of costs incurred by a county for disaster response.
  - Participate in follow-up reports and critiques of this annex of the EOC and make any necessary changes and improvements in the plan.
  - Record and transcribe meetings, conference calls, etc. concerning the Incident.
- 8. Logistics Chief Activities will include:
  - Oversee Communications
  - Oversee Supplies
  - Oversees Food Service

# D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A local veterinarian approved by the Montana State Veterinary Office or the Montana State Field Veterinarian will be in charge of this annex with the assistance from the Human Society of the United States (HSUS).

## E. ADMINISTRATION AND LOGISTICS

An AHE would over tax the resources of Yellowstone County. Administrative and logistical support would have to come from state and federal sources. The County EOC would provide coordination of all resources and news with assistance and advice from the HSUS and the State Veterinarian.

# F. PLAN DEVELOPMENT AND MAINTENANCE

- 1. This annex is developed and maintained by Yellowstone County DES and the HSUS.
- 2. The HSUS has a separate SOP for pets and animals in an emergency or disaster.

## G. AUTHORITIES AND REFERENCES

81-2 MCA and 32.3 ARM - Disease Control

# ANNEX W SPECIAL NEEDS PERSONS

#### A. PURPOSE

This purpose of this annex is to provide care to special needs persons during an emergency or disaster.

#### B. SITUATIONS AND ASSUMPTIONS

Special needs person will need the help of local agencies to provide transportation and shelters in time of disaster.

## C. CONCEPT OF OPERATIONS

- 1. Each facility/agency with special needs populations should develop and have in place a plan to respond to emergency and disaster situations.
- 2. Yellowstone County DES, through the EOC, will coordinate with the managers of facilities for the evacuation of special needs persons during an emergency or disaster with assistance of the RSVP.

## D. ORGANIZATON AND ASSIGNMENT OF RESPONSIBILITIES

Each facility is responsible for their facility emergency plan. Coordination with facilities is provided by the YCDES.

# E. ADMINISTRATION AND LOGISTICS

Administrative and Logistical support for this annex will be provided by each facility with assistance from YCDES and the RSVP as required.

## F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex will be maintained by the YCDES with possible assistance from RSVP. Individual facility plans will be maintained by that facility.

# G. REFERENCES

- 1. The Montana Emergency Operations Plan;
- 2. The American Red Cross Disaster Plan; and
- 3. Individual emergency/disaster plans from private facilities that serve special needs persons.

# ANNEX X DEBRIS MANAGEMENT

#### A. PURPOSE

To facilitate and coordinate the removal, collection, and disposal of debris following a disaster to mitigate against any potential threat to the health, safety, and welfare of the impacted citizens, expedite recovery efforts in the impacted area, and address any threat of significant damage to improved public or private property.

## B. SITUATION AND ASSUMPTIONS

- 1. Natural and man-made disasters precipitate a variety of debris that includes, but is not limited to, such things as trees, sand, gravel, building/construction materials, vehicles, personal property, etc. A major disaster such as an earthquake or tornado in the Billings area may generate up to six (6) million cubic yards of debris. This is based upon a FEMA model of a hurricane hitting a community the size of the Billings area.
- 2. The quantity and type of debris generated from any particular disaster is a function of the location and kind of event experienced, as well as its magnitude, duration, and intensity. Major floods in the Yellowstone Valley have not generated unmanageable amounts of debris.
- 3. The quantity and type of debris generated, its location, and the size of the area over which it is dispersed directly impacts the type of collection and disposal methods used to address the debris problem, associated costs incurred, and the speed with which the problem can be addressed.
- In a major or catastrophic disaster, many state agencies and local governments have difficulty in locating staff, equipment, and funds to devote to debris removal, in the short as well as the long term. Mutual aid and contracts with contractors will help to alleviate this problem. October 1, 1997, state law will authorize jurisdictions and departments to enter into mutual aid during a disaster or emergency without a written mutual This will allow the agency in need of aid contract. assistance to request aid from surrounding communities to clear debris following a disaster.
- 5. Because of the limited quantity of resources and service

commitments following the disaster, the cities and county will be relying heavily on private contractors to remove, collect, and manage debris for reuse, resource recovery, reduction, and disposal. Using private contractors instead of government workers in debris activities has a number of benefits. It shifts the burden of conducting the work from local government to the private sector, freeing up government personnel to devote more time to their routine work. contracting also stimulates the local economy impacted by the disaster, and it maximizes the local governments' level of financial assistance from the government. Private contracting allows local governments to focus their contract services to their specific needs. entire process (i.e., clearance, collection, transporting, reduction, and disposal, etc.) or segments of the process may be contracted out.

6. Recycling will be the top priority in the debris management program to eliminate land filling. Incineration will be used when permitted by the Department of Environmental Quality (DEQ).

# C. CONCEPT OF OPERATIONS

The Public Works Departments of the City of Billings, City of Laurel and Yellowstone County will be responsible for coordinating debris removal operations. The departments will be responsible for removing debris from property under its own authority, as well as from private property when it is deemed in the public interest. The Public Works Departments will also develop and maintain a list of approved contractors who have the capability to provide debris removal, collection, and disposal in a cost effective, expeditious, and environmentally sound manner following a disaster. The listing will categorize contractors by their capabilities and service area to ensure their effective utilization and prompt deployment following the disaster.

- 1. Contracts and Cooperative Agreements The county and cities will be responsible for managing the debris contract from project inception to completion.

  Managing the debris contract would include such things as monitoring of performance, contract modifications, inspection, acceptance, payment, and closing out of activities.
- 2. <u>Storage Sites</u> The City of Billings Solid Waste Landfill would be the primary site for debris storage. Other potential sites throughout the

county could be classified as Class 4 landfills by DEQ, and could be used as temporary storage areas. The county may take the lead in obtaining the Class IV permit for debris site. An emergency exemption could be requested from DEQ to facilitate the disposal process. The cost of landfilling the debris will be prorated between the jurisdictions affected by the disaster.

3. Debris Removal Priorities - The debris removal process must be initiated promptly and conducted in an orderly, effective manner in order to protect public health and safety following a major or catastrophic event. To achieve this objective, the first priority will be to clear debris from key roads in order to provide access for emergency vehicles and resources into the impacted area. need and demand for critical services will be increased significantly following a disaster. second priority will be to provide access to critical facilities identified by county and city governments. The third priority is to address the elimination of debris related threats to public health and safety. This will include such things as the repair, demolition, or barricading of heavily damaged and structurally unstable buildings, systems, or facilities that pose a danger to the public. Any actions taken to mitigate eliminate the threat to the public health and safety must be closely coordinated with the owner or responsible party. If access to the area can be controlled, the necessary actions can be deferred.

The City of Billings will consider using snow routes to establish road priorities for debris clearance, and the county will use school bus routes.

These facilities will be given priority for clearance:

- 1. City/County 911 Center.
- 2. Billings Police and City Hall.
- 3. Yellowstone County Sheriff and Courthouse.
- 4. Deaconess and Saint Vincent Hospital, plus affiliated clinics.
- 5. Fire Department Stations.
- 6. City and County shops.
- 7. Water and Wastewater Treatment Plants.
- 8. Qwest and AT&T Facilities.

- 9. National Guard Armory.
- 10. Laurel Safety Complex, City Hall, and Water and Waste Water Plants.
- 11. State and Federal Building Offices.
- 12. Schools and Universities.
- 13. City of Billings Landfill.
- 4. Debris Classification To facilitate the debris management process, debris will be segregated by type. It is recommended that the categories of debris established for recovery operations will be standardized. The categories of debris appear in Appendix X-1. Modifications to these categories can be made as needed. Hazardous and toxic materials/contaminated soils and debris generated by the event will be handled in accordance with federal, state, and local regulations.

# 5. <u>Debris Management Actions</u>

- a. <u>Increased Readiness</u> (A natural or man-made disaster is threatening the local area)
- Review and update plans, standard operating procedures, generic contracts, and checklist relating to debris removal, storage, reduction, and disposal process.
- Alert local departments that have debris removal responsibilities ensuring that personnel, facilities, and equipment are ready and available for emergency use.
- Relocate personnel and resources out of harm's way and stage in areas where they can be effectively mobilized.
- Review potential local, regional, and debris staging and reduction sites that may be used in the response and recovery phases in the context of the impending threat.
- Review resources listing of private contractors who may assist in debris removal process. Make necessary arrangements to ensure their availability in the event of the disaster.

# b. Response

• Activate debris management plan.

- Begin documenting cost.
- Coordinate and track resources (public and private).
- Establish priorities regarding allocation and use of available resources.
- Identify and establish debris temporary storage and disposal sites (local and regional).
- Address any legal, environmental, and health issues relating to the debris removal process.
- Continue to keep public informed through the Public Information Officer (PIO). The public will be told through the media how to expedite the cleanup process by separating flammable and nonflammable debris; segregating household hazardous wastes; placing debris at the curbside; keeping debris piles away from hydrants and valves; reporting illegal dump sites and illegal dumping; and by segregating recyclable materials. Debris pick-up schedules will be announced on a regular basis.

# c. Recovery

- Continue to collect, store, reduce, and dispose of debris generated from the event in a cost-effective and environmentally responsible manner.
- Continue to document costs.
- Upon completion of debris removal mission, close out debris storage and reduction sites by developing and implementing the necessary site restoration actions.
- Perform necessary audits of operation and submit claims for state and federal assistance.

## D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The City and County Public Works Departments are responsible for the debris removal function. The Public Works Department personnel will work in conjunction with designated support agencies, utility companies, waste management firms, and trucking companies to facilitate the debris clearance, collection, reduction, and disposal needs of the cities of Billings and Laurel, and Yellowstone County following a disaster.

#### E. ADMINISTRATION AND LOGISTICS

The City Public Works Director(s) and/or County Road and Bridge Director are assigned space in the EOC and are expected to direct and coordinate repair and restoration operations from there. Any administrative supplies will be provided by YCDES. Liaison can be maintained with respective offices and field personnel as needed. Close coordination is necessary with the resource manager (YCDES) when requiring additional resources. (See separate Resource Manual.)

Payroll and equipment cost accounting needs to be strongly emphasized and needs to be extremely accurate to support force-account records for future reimbursement if a disaster is formally declared. Normal departmental policies, procedures, and practices will be continued to the extent practicable.

No administrative process or logistical procedure is permitted to interfere with operations essential to preventing injury, loss of life, or significant property damage.

#### F. PLAN DEVELOPMENT AND MAINTENANCE

The Annex is developed and maintained by the Billings Public Works Director, County Road and Bridge Director, and Laurel Public Works Director with coordination and assistance by YCDES.

## APPENDIX X-1 DEBRIS CLASSIFICATIONS

Definition of classification of debris are as follows:

- 1. Burnable Materials Burnable materials will be of two types with separate burn locations:
- <u>Burnable Debris</u>: Burnable debris includes, but is not limited to, damaged and disturbed trees; bushes and shrubs; broken, partial broken and severed tree limbs; and bushes. Burnable debris consists predominately of trees and vegetation. Burnable debris does not include garbage or construction and demolition materials debris.

- Burnable Construction Debris: Burnable construction and demolition debris consists of non-creosote structural timber, clean, unpainted wood products, and other materials designated by the coordinating agency representative. DEQ is the coordinating agency. The Air Quality Bureau issues burn permits and the Solid Waste Bureau determines what can be burned.
- 2. Non-Burnable Debris Non-burnable construction and demolition includes, but is not limited to, creosote timber, plastic, glass, rubber and metal products, sheet rock, roofing shingles, carpet, tires, and other materials as may be designated by the coordinating agency. Garbage will be considered non-burnable debris.
- 3. Stumps Stumps will be considered tree remnants exceeding 24 inches in diameter, but no taller than 18 inches above grade, to include the stump ball. Any questionable stumps shall be referred to the designated coordinating agency representative for determination of its disposition. Stumps will be ground up in a tub grinder or buried.
- 4. Ineligible Debris - Ineligible debris to remain in place includes, but is not limited to, chemicals, petroleum products, paint products, asbestos, and power transformers. Any material that is found to be classified as hazardous or toxic waste (HTW) shall be reported immediately to the the DEO representative. At the DEQ representative's direction, this material shall be segregated from the remaining debris in such a way as to allow the remaining debris to be loaded and Standing broken utility poles, damaged and transported. downed utility poles and appurtenances, transformers and other electrical material will be reported to the coordinating agency representative. Emergency workers shall exercise due caution with existing overhead and underground utilities and above ground appurtenances, and advise the appropriate authorities of any situation that poses a health or safety risk to workers on site or to the general population.

# APPENDIX X-2 TOOLS, EQUIPMENT, AND SUPPLIES

The following tools, equipment, and supplies are recommended to be on hand or readily available.

1. Have on hand, stock or have a reliable supply source of chain saws with sharpeners, extra chains, files, one gallon fuel

- cans, two cycle mix and bar oil.
- 2. Stockpile ½ inch nylon line and chain with shackle to pull trees and poles out of the streets. This will be a major clearing method until heavy equipment becomes available.
- 3. Stockpile traffic signs with bases and poles to include Stop, Street Closed, and Detour. Controlling traffic will be an important aspect of cleanup.
- 4. Critical computer records should be backed up and kept in separate locations. Also have paper files on infrastructure facilities, customer lists, and any other information that would be required within 30 days.

# APPENDIX X-3 RIGHT OF ENTRY AGREEMENT

	, the owner(s)	of the property
commonly identified as:	_	
7.11		
Address: City/County:		Yellowstone
State/Zip:Montana		
Phone Number:		
do hereby grant and give freely a of access and entry to said prope, and its ag subcontractors, for the purpose o all storm-generated debris of wha described property.	rty to the City ents, contracto f removing and	y/County of ors, and clearing any or
It is fully understood that this perform debris clearance. The un hold harmless the City/County of State of Montana, its agencies, for damage of any type whatsoever property or persons situated ther discharge, and waive any action, might arise out of any activities property. The property owner(s) sewer lines, water lines, and oth described property.	contractors, a , either to the eon and hereby either legal or on the above-o	and warrants to  and subcontractors above-described release, cequitable, that described storm damaged
I/We have not and will not receiv removal from any source including Farm Service Agency, private insu grant program or any other public identify and report any insurance for debris removal that has been	Small Business rance, individu assistance pro settlements to performed at go	s Administration, ual and family ogram. I will o me or my family overnment expense.
For the considerations and purpos set my hand this day of	es set forth he	erein, I hereby , 20
Signature of Owner		
Signature of Witness		